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SURVEY MIDMONTHLY

JUNE 1945

THE NATIONAL CONFERENCE STAYS HOME

Interpretation of major addresses which were the framework of this year's local versions of social work's annual meeting

BY KATHRYN CLOSE

PUBLISHED BY
SURVEY ASSOCIATES

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Next Month-

WHAT ONE CITY DOES FOR RETURNING SERVICEMEN

Bradley Buell and Reginald Robinson will contribute to the July *Survey Midmonthly* a highly significant article which social agencies and community leaders, particularly, will find chockfull of ideas for the development of plans for returning servicemen.

Here is a first-hand study and evaluation of a going program in a mid-western city which takes you through the services urgently required by our men when they are far along the road to civilian life as well as those needed immediately upon their return.

Among others, the authors answer such questions as—

—what role do welfare, health, and educational agencies play?

—how efficient is the Veteran's Referral Center?

—where do state and federal agencies come in?

—what about jobs?

—what are the major gaps in service?

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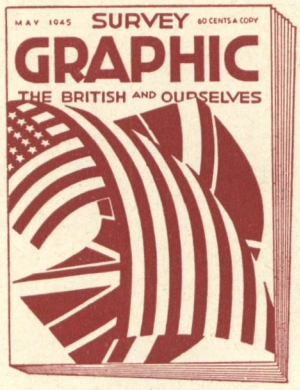

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Copies of *The British and Ourselves,* tenth number in the Calling America Series of *Survey Graphic,* are available at 60 cents for one, two or more at 50 cents each.

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SURVEY MIDMONTHLY for June 1945. Vol. LXXXI, No. 6. Published monthly and copyright 1945 by SURVEY ASSOCIATES, INC. Composed and printed by union labor at the Hughes Printing Company, East Stroudsburg, Pa. U. S. A. Publication office, 34 North Crystal Street, East Stroudsburg, Pa. Editorial and business office, 112 East 19 Street, New York 3, N. Y. Price this issue 30 cents; $3 a year; foreign postage 50 cents extra, Canadian 75 cents. Entered as second class matter on June 22, 1941 at the post office at East Stroudsburg, Pa., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized Dec. 1, 1921.

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SURVEY MIDMONTHLY

VOL. LXXXI, NO. 6 JOURNAL OF SOCIAL WORK JUNE 1945

PAID AT THE PUBLIC LIBRARY READING PA.

In line with long tradition, *Survey Midmonthly* devotes most of this issue to the National Conference of Social Work. For a few brief moments after the ODT ban, we feared that the distinguished sequence of "conference specials" might be broken. But the ingenious device of simultaneous "little National Conferences" has more than justified the hopes of its inventors. Upwards of 150 local communities held meetings on May 28, or thereabouts, and it's obvious, as Kathryn Close puts it (see page 163), that "you can't keep a good conference down." We are very happy that her skillful summary of the papers which provided the framework for and gave unity to these meetings makes it possible for *Survey Midmonthly* to maintain its time-honored conference role.

HAPPY LANDINGS!

Unfortunately for both editors and readers, Miss Close will not be writing another Survey article for some time to come. The long arm of The Emergency has reached into this office again, and she is hastily assembling passport and overseas kit for a year or more on war service leave of absence.

Before this *Midmonthly* is off the press, she will be in the midst of her brief training period in Washington, at the end of which she will be sent to Germany, as an administrative assistant in the Displaced Persons Division of UNRRA.

Miss Close came to this staff in September 1938, as assistant to Gertrude Springer, and has been an associate editor for more than three years. She had had a wide range of training and experience—a graduate of Sweet Briar College and the Pulitzer School of Journalism at Columbia University, she had worked with the Family Society of Pittsburgh, the Emergency Relief Bureau in New York City, and the American Red Cross, and she had done free lance writing for us and for other magazines.

The office of Survey Associates, and the readers of both the *Graphic* and the *Midmonthly* will sorely miss her deft editorial hand, her competence as a news-gatherer, the vividness with which she writes. Our good wishes follow her as she goes to take part in one of history's epic adventures. Our hope is that she will find a typewriter and time to share with all of us some glimpses of what she sees and hears and does over there.

INSIDE INSIGHT

"Close contact with people, the inevitable lot of the newspaper man," is said to account for Rep. J. Percy Priest's (Tennessee) interest in preparing HR 2550, which incorporates the National Committee for Mental Hygiene's best thought on how to solve the critical shortage of psychiatric service. An annual appropriation of $10,000,000 would set up a research center—the National Neuropsychiatric Institute—in the U. S. Public Health Service, with funds for research fellowships; provide grants in aid to colleges and universities for training purposes, and to states and localities for services essential to prevention and treatment.

SALVAGED

Shirt sleeves to shirt sleeves cycle seems to have been completed by the Registration of Social Statistics project. Pioneered under private auspices in the late Twenties, procedures were developed to secure comparable data about total service and expenditures of welfare, health, and recreation agencies, both public and private. In 1930, the Children's Bureau took over for the federal government, and for fifteen years has been putting out a series widely used by local community planners. The project was recently dropped by the bureau on account of budget difficulties, but last month Community Chests and Councils, Inc., came to the rescue. Under CCC's auspices, and in cooperation with the participating cities, the program will be carried on until such time as the federal government is again ready to render this service.

HIGH POLICY

Between the lines moral of *Channels'* feature issue on educational motion pictures is that "if we don't, Hollywood will." War use has opened the eyes of movie magnates to profit possibilities in educational and documentary films. Unless social and educational agencies develop a product of high quality, commercial interests are likely to corner the market. And the one who controls the market has the last word on content.

SEEING IT WHOLE

"Piecemeal" thinking is no less a problem in the administration and development of social security than in many other complex areas of social welfare. On page 172, Robert Huse describes an experiment with generic training for federal, state, and local administrators of public assistance, unemployment compensation, old age, and other forms of social insurance. Mainly designed for on-the-job staff members, hopes are indicated for a pattern of educational content which will bring broad unity of approach to the whole field.

NURSEPOWER SHORTAGES

Shortage of civilian nurses will get worse before it gets better. The navy's present requirements are filled, but the army needs 9,000, and Veterans Administration 2,000 more by July. Offsetting this will be approximately 10,000 spring graduates; but civilian needs are steadily mounting also. Hospital admissions were 60 percent greater in 1944 than 1940, industry is employing twice as many indus-

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trial nurses, over 3,000 public health nurses have been drained off by the military, UNRRA, the Red Cross. Meanwhile, nursing associations are worried about their public relations problem. Agitation over the draft has given popular impression that nurses weren't too patriotic. Facts show quite the opposite.

STEREOTYPES

Short story writers are the worst offenders in use of stereotypes — stock characters or phrases playing up traditional minority prejudices—according to a study made by the Writers War Board. The stage and novel are the most "sympathetic" and "honest" in presenting minority characters; radio ranges from innocuous to sympathetic; comic cartoons have accorded best recognition to the Negro fighter. The northern press is generally fair . . . advertising copy relies on "snob appeal."

GRAPHIC PLUG

Features in the June *Survey Graphic* of special interest to *Midmonthly* readers include: More Secure Security, by John J. Corson; Health Care for All, by Michael M. Davis; Displaced Persons: A USA Close-up, by Ruth Karpf; The New Life-Savers, by Iago Galston, M.D.

RECOMMENDATION

Family Welfare Association of America is recommending to member agencies that "charity" and "welfare" be dropped from organizational titles. "Family Service" is a term suggested as more descriptive of the non-relief adjustment services characteristic of most present-day family casework agencies.

As a good example, a proposal to change its own name to Family Service Association of America is being submitted for approval to its constituent members.

RECONVERSION NOTES

Policies affecting peacetime financing of AFL's Labor League for Human Rights, and the National CIO War Relief Committee will probably have to be resolved this year. Present administrative budgets of roughly $350,000 each come from national and state war funds and the American Red Cross. If, as, and when national financing returns to normalcy, the two labor units will look to local chests for direct maintenance of their service programs. Community Chests and Councils, Inc., has a committee studying the subject, under the chairmanship of Herbert Emmett, General Electric works manager at Erie, Pa.

• Future prospects of American War Community Services are being studied by a special committee appointed by the board. Determining factor is whether local chests will appropriate sufficient funds to make profitable continued joint operation by the six member national agencies.

• As we go to press, House action in eliminating the general budget of the Office of War Community Services seems likely to stick. There seems a fair chance that its social protection program may be salvaged as a military necessity.

• USO anticipates a probable cut of $10,000,000 to $12,000,000 in continental operations, but expansion in the Philippines and Hawaii; and the entertainment program of USO camp-shows will absorb most of this. With some 500 United States units adjacent to 123 military hospitals, programs are being changed for the men returned to these centers.

• American Red Cross anticipates expansion, rather than reduction, as a result of V-E Day. About 7,000 new paid workers are needed — 2,800 for U.S. hospitals, the remainder for welfare and recreational work in Europe as well as the Far East.

• The Office of Civilian Defense closes on July 1, with some $34,000,000 worth of available surplus property. Items include fire-fighting equipment, pumps, hose, helmets, gas masks, and so on. Disposal will be administered by the Department of Commerce, under rules of the Surplus Property Board. Federal agencies have first choice, next in line are state and local governments.

• Case for a federal department of education, health, welfare, and recreation will be pushed by a Womans' Foundation committee on reorganization of community services, chaired by Mrs. Agnes Meyer and Leonard Mayo. The committee recommends a secretary with cabinet rank, with assistant secretaries administering each major division. Existing agencies, departments and bureaus would be reorganized to come within this framework.

• The British War Relief Society is liquidating its operations and expects to be out of business by October 1, end of its fiscal year. Release of funds used for British relief will make possible increased budgets for other foreign relief agencies, according to Winthrop W. Aldrich, president of the National War Fund.

SURVEY ASSOCIATES, INC.

Publishers of
Survey Graphic - Survey Midmonthly
Subscription to either, $3; both, $5

Editorial and Business Office
112 East 19th Street, New York 3, N. Y.

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You Can't Keep a Good Conference Down

KATHRYN CLOSE tells about what went on in the 160 communities that held "little" National Conferences of Social Work last month.

The National Conference of Social Work has too much vitality to be compared to an inanimate object, but it has one trait in common with the broom that belonged to the Sorcerer's Apprentice—when it is cut down, it multiplies. Last January the Conference was laid low, or seemed to be, by the request of the Office of Defense Transportation that all scheduled meetings involving the travel of fifty or more persons be canceled. Although plans were well underway for its usual huge annual meeting, to be held in Milwaukee in late May, the Conference dutifully canceled. The upshot was that last month more social workers benefited from its planning than in any other year in its history.

During the last week in May, more than a hundred national conferences were held in communities throughout the land. Though each of these was local in character, with speakers and listeners drawn almost exclusively from the community itself or its immediate vicinity, each had a national flavor, for it was built around a nucleus of material prepared for the National Conference of Social Work.

How They Grew

It all came about through a suggestion made by Russell H. Kurtz, associate director of the Russell Sage Foundation, to Howard R. Knight, executive secretary of the Conference, on the day last January—just a few minutes before a New York meeting of the Conference's program committee—when the two men sat gloomily perusing the ODT's announcement.

"What are you going to do?" asked Mr. Kurtz.

"Cancel and publish the proceedings," answered Mr. Knight.

"Why don't you offer that material to local communities for one day conferences of their own?" Russell Kurtz suggested.

The idea caught on, not only with Howard Knight, but also with the Conference's executive committee, the program committee, and communities in every part of the country. But for Mr. Knight and his staff it meant turning around on a dime, for it involved not only promoting the idea across the country, but speeding up the machinery for the selection and preparation of papers for the "Proceedings," so that they would be ready in plenty of time for use in planning a May conference. For it was decided to designate May 28 as National Conference Day.

In only a few weeks the Conference staff had sent out letters to 500 Councils of Social Agencies or other social work organizations suggesting that they promote local social work conferences on May 28, or some day during that week. The letter contained an annotated list of the thirty-nine manuscripts to be available, and suggested that a choice of eight or so be made, if a conference were decided upon. The complete manuscripts of the chosen papers would be sent to the communities which could make their own decisions on how to use them.

The reaction was unexpectedly enthusiastic. It had been thought that fifty communities heard from would be a good response, but actually 150 sent for material. It had been expected that only the small and middle-sized communities would be interested, but New York held a meeting on May 28 with more than 3,000 persons in attendance. On that day seventy-six local meetings of the National Conference were held in thirty-two states. Meetings scheduled for other dates during late May and June brought the total number of little National Conferences to 160, held in forty-one states.

Most of these conferences were planned by local committees, but in some instances they were sponsored by state conferences of social work as part of a program of regional meetings. In addition, some councils, where community meetings were not planned, requested the material for use in their council meetings and in some instances for re-mimeographing and distribution to board members and other interested persons.

The little National Conferences used the material in various ways. In some communities the papers were read in their complete form by a local substitute for the author; in others, they were summarized and incorporated into new papers prepared and delivered by local persons; in still others they were condensed and used as background material for round table sessions. In a few communities, notably the larger cities such as Boston, Chicago, and New York, the conference committees arranged comparatively elaborate programs, calling on local social workers to prepare original papers to supplement the Conference material.

The whole experience was testimony to social workers' eagerness to get together to exchange ideas and experience. And it gave to many, who never could afford the time or money to attend a conference far from home, the chance to participate in such an experience practically on their own doorstep.

Unfortunately, this reporter does not have the Conference's ability to divide into 160 pieces and still function. Therefore, her report on what went on at the little conferences can only be a composite picture, based on the material that was available to them. Except for the presidential address, none of this material was used by all the conferences, but all was used by some.

Charting a Course

There were, of course, pluses and minuses in this method of holding a National Conference by proxy. One of the minuses was that every conference member could not have an opportunity to hear Dr. Ellen C. Potter, of the New Jersey State Department of Institutions and Agencies, give her presidential address in person as she did at the New York City meeting. This was an address that was particularly appropriate for delivery from the National Conference rostrum to the whole body of the membership, for it concerned the conference itself as an organization. In a way it was a look inward, a self-evaluation, of the conference for conference ears only. Nevertheless, it was the most popular of the forty-six available papers, being chosen for use by more localities than any other.

Traditionally, the National Conference presidential address presents a broad panorama of the world of the day and then points to the place of social work within that picture. Dr. Potter followed tradition, but with a difference—she found her way out of generalities, and specifically outlined the functions of the various organizational divisions of social work and particularly of the National Conference. And her prescription for the future was based not on wishful thinking about what the conference ought to do, but on a realistic analysis of its potentialities and weaknesses.

Her measuring rod was a public opinion poll which she conducted during the past year through a sampling of the conference membership. The sample was composed of twenty-two ex-presidents;

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seventy-five ex-chairmen of sections and special committees; deans of thirty-nine schools of social work; and 353 other members chosen by the simple device of pulling every twenty-fifth card from the membership master file. She received returns from 46 percent of the persons queried.

The "poll" sought the answers to four main questions:

1. Will a limited form of social action strengthen the conference or will entrance into the field of action divide it into warring camps?
2. What is the most appropriate name for the conference?
3. By what method should health and sickness services for all the people of our country be provided?
4. Has the National Conference a legitimate concern in the field of professional social work education?

Paradoxically, though the returns showed that nearly 59 percent of the persons replying believed that social action would strengthen the Conference, opinion was divided about equally on the subject of whether social action would split the organization. Fifty-one percent favored changing the name to National Conference of Social Welfare, while the remaining 49 percent scattered its choice among six candidates, the most popular being the present name.

On the health question 28 percent were for the Wagner-Murray-Dingell bill as presented in 1944; 34 percent were for a bill rewritten in the light of the report of the Conference on the Principles of a Nationwide Health Program; 38 percent were unable to express an opinion. In respect to this question, Dr. Potter had attempted to discover on what knowledge such opinions were based. She found that though 75 percent of the persons queried had read the health section of the Wagner-Murray-Dingell bill, only 36 percent had read the Statement of Principles of a Nationwide Health Program.

There was more unity on the subject of professional education for social work. Ninety percent of the answers to the question of whether this subject was a legitimate National Conference concern were in the affirmative, while 82 percent responded "Yes" when asked whether professional education should emphasize causes and prevention of social maladjustment as well as remedial techniques.

From these findings Dr. Potter came to the conclusion that the conference is not ready to become a social action body, not only because there is no apparent unity of opinion on the desirability of such a transformation, but also because "on matters of such vital social policy" as a national health program, the membership, a large proportion of which "is not sufficiently informed" on the subject to vote intelligently, cannot during the seven days of its annual meeting arrive at conclusions which will voice the opinion of organized social work."

But if the conference can take no direct social action, this, in its president's opinion, does not preclude it from making an effective contribution to the future. Dr. Potter charted a course:

1. Rededication to the conference's educational function of discussion and interpretation, including the interpretation of the social, economic, and political maladjustments which create the problems with which social work deals.
2. Commitment not only by precept but by example to the elimination of interracial, religious, and other minority cultural tensions.
3. Service to the nation as a whole, by transferring the annual conference from one region to another.
4. Expansion of the conference's quarterly *Bulletin* to provide the membership with information in regard to movements which are of concern to social work as a whole.

As long as the National Conference of Social Work holds the various channels of specialized social work practice open to each other, its president concluded, it cannot help but make a significant contribution to the development of social work practice.

SOCIAL ACTION

The larger question of what responsibility social work as a profession has "to apply its knowledge and skill to the end of adjusting social institutions and arrangements to the needs of human beings," was considered in a paper by Kenneth L. M. Pray, director of the Pennsylvania School of Social Work and president-elect of the Conference. What, he asked, is the place of the individual, the agency, the professional association, in this respect?

Social action, Mr. Pray pointed out, has always been an integral element in social work practice as a whole, for social workers cannot discharge their full responsibility without attempting to remove the obstructions which prevent their clients from getting the greatest possible use of their services. But social work is not the sole custodian of social progress and must recognize its limitations. Its concern is with social process—"the impact of social structure and policy upon individuals, and the process by which people are enabled to meet and master the problems this impact presents."

The social worker can find opportunity for social action in his agency, said Mr. Pray, through "sensitive and discriminating participation, at every appropriate time, in the formulation and expression of progressive agency policy, geared to clients' needs." But because the agency's function is limited and its structure unwieldy, the social worker must look for further means of bringing about those ends which his professional experience tells him are desirable. His professional association and his union give him an opportunity to widen his influence, but even in these organizations there is functional limitation. The individual social worker, however, remains free to act "beyond the level of agreement of all his colleagues" and it is his obligation to do so. Here, Mr. Pray declared, is his final responsibility:

"The perfect pattern of political action affecting social work would be achieved . . . when every administrator, every board member, every practitioner of every rank, in every social agency, would regard it not only as a privilege, but an obligation, frankly and openly to relate the knowledge and judgment derived from his own social work experience, where they are pertinent, to contested public issues, and thus to make his special sincere contribution to the formulation of enlightened public judgment and decision."

Backing a Bill

A blueprint for one type of social action—getting bills through state legislatures—was charted in a paper by Paul Y. Benjamin, executive director of the Public Charities Association of Pennsylvania. After stressing the usefulness of a state legislative council representative of all social and civic groups, he offered eleven points as essential to a successful program:

1. The legislation should be socially desirable.
2. It should be planned well in advance of the legislative session.
3. It should be the result of conference with heads of departments, and representatives of organizations having a stake in the problem and with citizen groups.
4. It should be buttressed by facts and experience.
5. It should represent the coordinated effort of different groups and organizations.
6. Efforts should be made to secure widespread citizen support "back home."
7. The bills should be drafted by experts.
8. Their legislative course should be steered by an expert who has the know-how of legislative procedure.
9. Efforts should not be dissipated on so many different measures that no one bill gets adequate attention.
10. There should be newspaper coverage and editorial support.
11. Its backers should possess good statesmanship, perseverance, timing, a sense of humor, and should constantly be on the job.

How a recent advance in social legisla-

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tion was obtained in New York State was described in a paper by Alvin Johnson of the New School for Social Research, New York. Dr. Johnson outlined the provisions of the Ives-Quinn act prohibiting discrimination in employment and the methods to secure its passage adopted by the commission of legislators and laymen which drafted it. He attributed the commission's success to a series of public hearings in the chief cities of the state, held before the bill's introduction.

VETERANS

Because of the number of widely scattered social workers that take part in planning the program of the National Conference, its subject matter always turns out to be a reflection of current social work concern. The needs which are most acutely pressing in communities invariably steal the limelight from the more chronic problems. Often one subject stands out among all the rest as most "alive."

This year it was "veterans." Seven of the forty-six prepared papers dealt with some phase of social work's responsibility to veterans, and these seven papers were in great demand by local conference committees. Particularly popular was the paper on "Psychiatric Social Work in the Army and its Implications for Civilian Social Work," by Col. William C. Menninger, who heads the Neuropsychiatry Consultants Division of the Office of the Surgeon General.

Colonel Menninger emphasized three points: that there are army policies and practices which vitally affect every serviceman's, and particularly the neuropsychiatric's, later adjustment to civilian life; that neuropsychiatric veterans may need the help of civilian social workers; that psychiatric social work experience in the army will have repercussions on civilian social work.

Though he belittled the suggestion that veterans should be dealt with only by social workers who themselves are veterans,—"professional competence . . . is far more important than life experience" —Colonel Menninger maintained that the social worker to be effective must know about the type of treatment to which the veteran was subjected before discharge. He pointed to the shift in emphasis in army psychiatry from concern for the individual to concern for the group—"an increasing trend to a social orientation rather than merely individual diagnosis and treatment"—in which he saw future implications for civilian social work. He also referred to the tremendous advances made by the army in group psychotherapy, and of the support many persons with psychopathic personalities had received from the opportunities for group identification afforded by army life.

Chappel photo

DR. ELLEN C. POTTER
Portrait by Alice Stoddard in the Women's Medical College of Pennsylvania

Colonel Menninger predicted that the army's use of psychiatric social workers will result in a great demand for their services by civilians after the war, not only because of greater need, but also because of an increased understanding of their function on the part of the public.

"It is to be expected that far more mental hygiene content and psychopathology will be included in the training of all social workers, and that the demand for well qualified psychiatric social workers will be far in excess of the supply. Only by intelligent planning can we begin to meet this need. Such planning should include a program of recruitment, a resurvey of training methods and the provision for increased opportunities for training and a national certification program. It is to be hoped that the national leaders of this field will develop such plans and effect their execution on a local basis, a state basis, and a national basis."

The opportunity presented by work with servicemen and veterans to win public acceptance of social work was also stressed in a paper by D. Elizabeth Davis, American Red Cross field director of the National Naval Medical Center. Said she: "If the social worker's job is effective now when the public is receptive, she may be able to give the public a sense of the inevitability of helplessness in all of us and the significance of social work service."

Facing Discharge

Miss Davis cited six cases in which a Red Cross hospital social worker helped servicemen about to be discharged to face problems which prevented them from trusting themselves in return to civilian life. After describing the services made available at the point of separation from the military, as "designed to give the man an opportunity to leave the hospital constructively and with as much knowledge

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as possible of what may be open to him in his community," she made it clear that "in the community itself lies the responsibility for the social service of civilian readjustment." Her paper ended with a reminder that her observations were based on social situations arising with men discharged from service in the middle of the war as a result of illness: "No one knows as yet out of experience the kinds of situations that will arise from mass demobilization."

Agency Views

Other papers presented views of returned servicemen as seen from three types of agencies: the Red Cross Home Service department; a private family casework agency; a veterans referral center.

Carolyn R. Craddock of the American National Red Cross gave case illustrations to show how the Home Service worker carries out her role of "easing environmental pressures and helping the veteran and his family to know what they can do about externals." She listed seven symptoms, frequently present in veterans who are unable to adjust: inability to relax; use of alcohol to bolster morale; sexual tension; criticism of civilian management; guilt feelings over leaving buddies to carry on; seeing everything in superlatives; anxiety and uncertainties about civilian life.

Dorothy V. Thomas of the Family Service Association, Washington, D. C., after analyzing the difficulties presented in forty of her agency's case records involving veterans, pointed out that about half the problems were of pre-induction origin, while half were either precipitated or caused by military service. Experience with veterans, she maintained, had revealed certain reactions and feelings as common to veterans (with exceptions, of course) of which all caseworkers ought to be aware. Among them are: hostility toward civilians; confusion about plans; resentment over red tape; demand for immediate action; eagerness to make up lost time; fear of being thought "neuropsychiatric" (whether or not this was the cause of discharge); sensitivity over publicity about veterans' problems.

Also acknowledging the veteran as a "special kind of person" because he has been "subjected to a certain kind of experience and . . . affected by it to some degree," Ethel L. Ginsburg of the Veterans Service Center, pointed up some of the lessons learned by interviewers in a central referral service for veterans. Said she:

"We know that the need to make an important decision can be very disturbing to the average human being. He worries about the pros and cons, his appetite is poor and he is frequently restless and 'touchy.' We must remember that for the average human being an important decision about a job or change of residence or the need for medical treatment represents only a deviation from the routine pattern of daily life. The newly-discharged veteran, on the other hand, has many important decisions to make at a time when he has no routine pattern on which to rely. His military behavior pattern will not help him now and his long absence from home has given him a sense of strangeness in the setting which was once familiar."

Experience has shown, Mrs. Ginsburg maintained, that a referral center cannot always limit its service to a single contact, not only because interpretations of regulations regarding veterans are constantly changing, but also because the veteran is not always ready, after one interview, to accept referral for medical care, psychiatric treatment, casework service or whatever he needs. Calling the center an "enormous intake agency" for the community as a whole, Mrs. Ginsburg suggested that such an agency presents "a new concept in casework" having many implications for the community's future planning for all its citizens.

Some of the problems of human relations faced by members of local Selective Service Boards in considering requests for dependency deferments and dependency discharges were outlined in a paper by Col. Arthur V. McDermott, director of Selective Service for New York City. Colonel McDermott showed how draft boards, in considering individual problems, are always in danger of being charged with discrimination. He maintained that after four and a half years of "dealing with almost every conceivable type of human problem" the local board members "have developed a keen insight of human frailties and have become expert appraisers of human nature."

Because veterans and their families will eventually constitute one third of the nation's population "their welfare and destiny are inseparable from the destiny of the whole nation," said Robert E. Bondy, of Services to the Armed Forces and Veterans, American National Red Cross, in a paper on "Planning and Coordinating Services for Veterans in a Local Community." He pointed out the necessity faced by every community of assuring the maximum utilization and development of its resources to meet the needs of returning servicemen, and advised that this could best be accomplished through the creation of a central planning body representative "not only of organizations rendering service to veterans but of varying community points of view and interests including business, labor, government, and churches as well as health and welfare organizations." For such a body he outlined six functions: to serve as a central clearing house for all plans for veterans; to gather and disseminate information on veterans in the community; to coordinate services by determining adequacy of those in existence, promoting new ones as needed, and acting as a medium for working agreements between agencies; determine the need for an information service center; promote public understanding of the veteran through a program of interpretation; act as local liaison between state and national veteran planning bodies.

Mr. Bondy, however, counseled planning bodies and referral centers against assuming treatment activities "under their own direction" and thus encroaching upon "the established fields of existing organizations—an encroachment which, he warned, could only result in division in the community rather than unity, to the detriment of the veteran. He stressed the importance of giving the veteran an opportunity to participate in community planning "to the end that not only he but the community itself may find fulness of life."

COMMUNITY PLANNING

In spite of its importance, planning for veterans is but one type of the numerous postwar plans underway in communities today. How can these be integrated? asked Raymond E. Baarts and Owen R. Davison of the Kansas City Council of Social Agencies in a jointly prepared paper. Is there any way in which communities can assure continuance of the partnership attained among economic, political, and social forces during the war, and put it to use for meeting long time needs?

Mr. Baarts and Mr. Davison suggested that social planning bodies, after clarifying and strengthening their own programs, can take the initiative in promoting unified community planning by "establishing information channels and working relationships with other planning groups." They set down eight principles for over-all planning:

1. General agreement on types of problems for which planning responsibility is to be assumed as well as on division of responsibility among participating groups.
2. Following geographic boundaries set by the problems and by the resources that can be mobilized, rather than political boundaries.
3. Centralization of recorded knowledge and facts on the problems under consideration.
4. An organized research program adequately manned in both quantity and specialty.
5. A central point at which individual

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plans can be focused, coordinated and fit together.

6. Avoidance of elaborate compartmentalization in planning machinery.

7. Separation of planning functions from the function of administration.

8. Widespread citizen representation, cooperation and participation.

Organized labor's place in health and welfare planning was discussed in papers by Leo Perlis, national director of the National CIO War Relief Committee; Abraham Bluestein, executive director, Labor League for Human Rights, AFL; Robert Kinney, of the division of community service, National CIO War Relief Committee.

Tackling the question; "Should Labor Operate Its Own Social Services?" Mr. Kinney described the CIO's activities in setting up counseling services within industrial plants, and maintained that such projects, having a referral function only, are designed to strengthen community services. Unions, he said, are not interested in running their own welfare projects except where there is no community service to fill a need.

Mr. Bluestein predicted that labor will go along with Councils of Social Agencies wherever the councils show a broad interest in community welfare that goes beyond narrow agency concerns. Such an interest, he said, must include: adequacy of health, hospital, educational, and recreational facilities; adjustment of family problems; social security and unemployment compensation; migration of war workers; housing; full employment; readjustment of veterans.

The CIO, declared Mr. Perlis, is "dedicated to the proposition that the community belongs to all the people who live in it, and that the people owe a responsibility to the community and the community to the people." This responsibility, he added, includes more than giving—"Giving is good, but giving carries with it the obligation of planning, budgeting, and spending." Therefore, labor, which has learned to give, must now begin to "participate actively in the formulation of policies, in the making of decisions and in the general operations of those agencies we help to support."

The implications that experience with the United Service Organizations might have for small towns and rural areas in relation to postwar planning were discussed in a paper by Chester D. Snell, USO regional executive, Richmond, Va. Mr. Snell described an experiment, stimulated by interest in local USO projects, in securing professional community organization leadership on an area basis for a section of North Carolina. An area USO council was gradually converted to an association of community and county councils devoted entirely to postwar community planning. This demonstration, he suggested, "may point the way for meeting the needs of hundreds of small communities and counties where a million war work volunteers are acquiring a genuine interest in the future welfare of their communities."

"Hundreds of volunteers who have been turned up during the war will wish to continue service to their communities," declared Mary E. Judy and Wilmer Shields Rich of the Community Chests and Councils, Inc., in a joint paper. They pointed out that the valuable experience in the recruiting and use of volunteers gained in wartime might be turned to account in the postwar period. Success, they maintained, will depend on effective community planning for volunteers through a centralized bureau as well as on good organization and direction of volunteer service within the agencies using them.

Public Relations

A wide gap usually exists between social work's potential contribution to overall planning and the contribution it is given the opportunity to make. "We are called into service only after plans have been made that limit our usefulness," complained Natalie W. Linderholm of the Greater New York Fund, in pointing this fact out. The situation can only be corrected, she declared, by an improvement in the general reputation of social work—now "in the position of being respected without being liked." Social work has been "consistently undersold" because of an overcaution inherent in the nature of the profession.

Mrs. Linderholm recommended a positive approach in presentation, based on all the accepted methods of public relations, but one with a sound foundation of good will generated through thousands of individual workers. Workers must have not only good office manners but also: a ready knowledge of their agency's structure and its relation to other agencies and the changes taking place in the world; a developed capacity to explain their work spontaneously to all types of persons in understandable and interesting language; a time-sense in keeping with the community's—"the slower the pace with the community, the cooler the welcome for social work in situations requiring quick and decisive action."

But how can the profession make sure that its individual workers will become such ambassadors of good will? Mrs. Linderholm had some suggestions:

"There is no short cut to this end. . . . It means fundamental courses in our schools of social work, courses dealing with community attitudes and required

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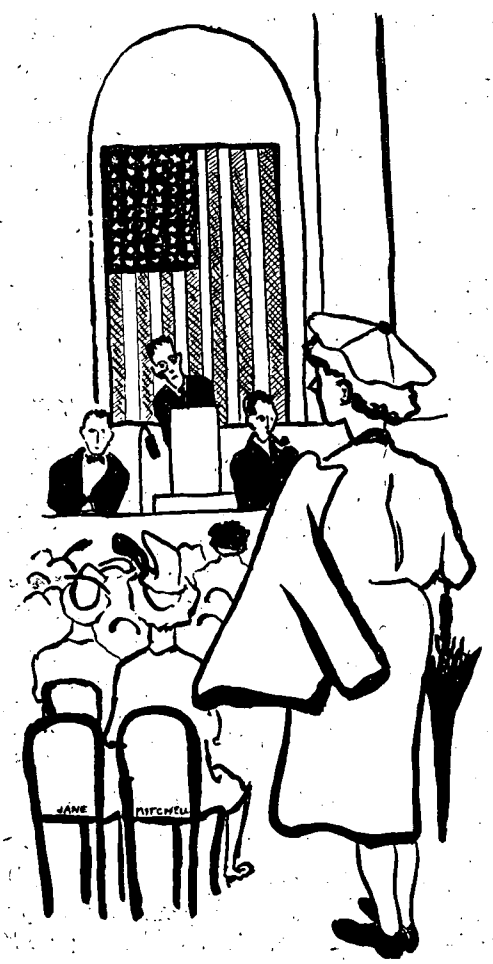
of all students. . . . It means the development of teaching material by objective, careful recording of contact so that . . . students may learn by analysis of experience rather than by trial and error.

". . . a beginning can be made in our social agencies, by staff meetings and supervisory conferences. . . . . We can watch and record community contacts, collect letters and memoranda that throw light on the subtle process of distilling good will from the day's routine. We can forward thoughtfully selected, properly documented material to the professionals in the field of publicity and fund raising. . . . We can become better acquainted with these publicists. . . ."

TREATMENT

Casework and group work techniques always occupy a large portion of National Conference attention. They naturally found their way into the subject matter of last month's little conferences.

A paper on the "Contribution of the School Social Worker to the Social Development of the Child," by Ruth Smalley of the University of Pittsburgh, was in great demand. Miss Smalley prefaced her discussion with an angry indictment of public school systems in general for their failure to recognize as their chief function, the development of the child as a social being. A social worker can only be effective in a school that accepts its social purpose, she maintained.



The school social worker's task she defined as helping the child, who, because he is "poorly prepared constitutionally or by early life experiences" cannot use even the best school situation constructively. This is carried out through interviews with the child "designed to help him feel and accept himself as a whole person, as he participates in the school situation" and through calling on the help of other community resources, when needed. Miss Smalley scoffed at the concept among some school social workers that the child is to be studied "like a worm on a pin":

"For the experience with the social worker to have any value to the child, he must be an active participant in it. . . . The school social worker, in common with all other social workers, must give up her old notion of changing-people-after-studying-them and move in the direction of enabling children and parents to change through her help. . . . In her relation to school personnel (her) function is to help teachers and principals discharge their own responsibilities to the individual child having difficulty. . . . It does not involve her in telling school personnel how to do their jobs."

Juvenile Delinquents

A psychiatrist's view of the treatment of juvenile delinquents was presented by Dr. Hyman S. Lippman, of the Amherst H. Wilder Child Guidance Clinic, St. Paul, Minn. While acknowledging the fact that economic and cultural factors often "stir up chronic states of feelings of injustice so overwhelming as to nullify any attempts of social agencies to modify the behavior of the individual," Dr. Lippman maintained that the psychiatrist can be a help in instances in which the delinquency is based on unconscious emotional conflict. In some instances, the conditions which have produced the conflict are outside the child—in the school, the home, or the neighborhood—and the psychiatrist's role ends "where the other agencies step in." In other's, where delinquencies are neurotic responses to deep personal conflicts, intensive psychiatric treatment is needed to eliminate the factors causing the tension in the child. Unfortunately, neurotic delinquents and children with psychopathic personalities do not respond readily to psychotherapy.

Dr. Lippman suggested that correctional institutions could offer ideal opportunities for studying the effects of prolonged psychiatric treatment and group therapy among these children, who, under ordinary circumstances, are apt to break away from treatment. Deploring the fact that few institutions have such programs, he recommended concerted action among social workers to impress legislatures with the need for them as well as for boarding schools for the underprivileged and middle class "who cannot afford to send their rebellious adolescents away to school" and small institutions for aggressive adolescents "unable to adjust to individual foster homes."

In discussing the use of psychiatric consultation by a casework agency Fredericka Neumann of the Jewish Board of Guardians, New York, maintained that in order to use psychiatric consultation effectively a caseworker must be able to fit it into a "framework of psychiatric understanding." Such an understanding, Miss Neumann suggested, can be supplied by the agency through an educational program. The psychiatrist too, she warned, must be given an opportunity to gain an understanding of the agency's function.

Flexibility in Casework

The need for flexibility in accepted social work practice was emphasized in two papers. One of them, by Myra Stevens of the Negro Child Bureau, Children's Bureau, Houston, Tex., presented evidence to show that casework in an agency serving dependent Negro children must often be modified because of special fears and traditions that have grown up in a group that has long been under-serviced. Miss Stevens told of the "homespun, neighbor, distant relative kind of planning" which has grown up among Negroes in Houston to substitute for children's services which, until recently, had never been available to them. In some instances this has been a strength upon which the agency has been able to build, and in others an obstruction which has kept the agency's services from being accepted until too late. Because its clients have all their lives operated in an atmosphere "of not having complete freedom of choice," the agency must frequently "play a more active role than is usually considered good casework practice."

"Good standards and flexibility must go hand in hand," maintained Alice Kunz Ray of the Chicago Orphan Asylum in a paper on adoption. She declared that flexibility can be applied in an adoption program not only when certain factors about a child which might preclude his placement are outweighed by other "go-ahead signals," but also in respect to factors about prospective adoptive parents. If social agencies are to make adoptive service available to "a growing number of people who we hope will turn to us instead of to private sources, then it behooves us to accept as many of these people as would make good parents, and not to disqualify them on superficial bases."

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In a discussion of case material from the Women's Service Division of the Family Service Bureau, Chicago, Babette Block of that agency concluded that the unmarried mother is different from others only in externals—"a sense of shame, expectation of condemnation, loneliness, panic, lack of status, need of help in practical planning, disposition of the baby, lack of a husband with whom to share responsibility." Because she is no different in regard to the "dynamics of underlying behavior," treatment of her to be successful must be based on casework techniques.

Service to the aged was the main consideration of only one conference paper. In this, Dr. Frederic D. Zeman of the Home for the Aged and Infirm Hebrews, New York, described the practical value to an institution for the aged of having physicians rate the functional capacity of the inmates, in addition to diagnosing their specific diseases.

About Group Work

In an evaluation of the contribution of teen-age centers to the needs of young people, Bernice Bridges of the Associated Youth Serving Organizations found that these activities have important implications for the future. Where there has been a minimum of adult "interference" but ample opportunity for adult guidance and counsel on a trained leadership basis, the centers have been successful as "introductory activities" leading to more constructive programs. Though program must begin "at the level of the participants' interests, allowing freedom for those who do not want organized activity," assistance must be given to youth in expanding their interests, "slowly or rapidly, gauged by individual and group readiness."

Training for group work came under discussion in a paper by Annemarie Schindler of the personnel division of Girl Scouts. Miss Schindler found the situation confused because "there is not yet a group work profession, a consciousness of the workers that they are group workers first, employes of this or that agency second." Agencies, she pointed out, have been conscious of their individuality and have insisted on separate training for their "movement." Moreover, the schools have abetted this separateness by their "failure to come to a clear understanding of the job expected of the professional worker in most group work agencies." They have placed their full emphasis on the training of group leaders without recognizing the fact that "the professional worker is largely an administrator and a community organizer.

Improvement might come about, Miss Schindler suggested, through: a better understanding on the part of agencies of the nature of professional education in schools of social work; a better understanding on the part of the schools of the nature of the jobs expected of agency workers; an assumption by undergraduate colleges of a role in giving pre-professional training for group work.

SOCIAL SECURITY

Less than a week before National Conference day a new Wagner-Murray-Dingell bill was introduced into Congress to provide for a broadly extended social security program, in coverage, purpose, and benefits. (See page 174.) Section 6 of this measure would provide federal grants to states *on a variable matching basis* for assistance to *all needy persons* (if the states so choose). No rigid maxima are set for grants and it is stipulated that the funds may be used for medical payments and for services calculated to help restore persons to self-support. Under the plan, states must not impose any citizenship or residence requirements as conditions of eligibility for assistance.

These provisions follow almost to the letter the recommendations of the Social Security Board for amending the assistance sections of the Social Security Act, as outlined in a conference paper by Jane M. Hoey, director of the board's bureau of public assistance.

Whether the states choose to create a fourth category of general assistance or whether they elect to coordinate all types of assistance under one comprehensive program for all needy persons is secondary to the importance of providing some federal stimulation to bring aid to those who do not fall under one of the present categories, Miss Hoey maintained. She also stressed the urgency of removing residence requirements to prepare for meeting the needs of war migrants who may need assistance when industrial cut-backs come. Removal of maxima on grants and the ability on the part of the federal government to make larger percentage payments to states with below average resources, she emphasized as important to assuring adequacy of assistance.

Miss Hoey predicted that a hoped-for broadening of the social insurances may in the future reduce public assistance to a comparatively minor role. But, she added, there will always be some needy people who will not be eligible for insurance benefits and others who will require supplementation of their benefits so that public assistance "will continue to be an essential part of a comprehensive social security system."

The importance of these public assistance improvements was reiterated in a paper by Arthur J. Altmeyer, executive director of the Social Security Board, who, in addition, made recommendations for changes in the social insurances—recommendations which coincide with other provisions of the new Wagner-Murray-Dingell bill. Using as a measuring rod resolutions passed at the Philadelphia meeting of the International Labor Office, he found our social security program basically sound, but with wide gaps caused by the narrowness of its scope, "both as to persons and contingencies covered." Among its faults he listed: failure to include public employes, the self-employed, domestic and agricultural workers, and employes of non-profit institutions; failure to pool state unemployment compensation funds in order to equalize the drain on funds when unevenly distributed unemployment occurs; inadequacy in size of unemployment and old age and survivors benefits, and of duration of unemployment benefits; unfairness in provisions for disqualification for unemployment compensation; failure to provide temporary and permanent disability insurance; lack of any comprehensive medical care program.

Medical Care

Compulsory health insurance, another provision of the Wagner-Murray-Dingell bill, was strongly advocated in a paper by Harold H. Lund, staff member of the Senate Subcommittee on Wartime Health and Education. Mr. Lund also outlined

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improvements in medical research which have come with the war and pointed to the army's good health record as evidence of results that can be obtained under a unified medical system that has ample funds for hospitals and other facilities, cooperatively working personnel, and full coverage of the population.

Some of the gaps in this country's medical and health services were pointed out in a paper by Thomas Parran, surgeon general of the U. S. Public Health Service. Dr. Parran declared that though this country compares favorably with most others in its health record, many premature deaths occur which could be prevented as well as a "vast amount of premature disability." Death and disability rates, however, vary with economic status, "both of geographic areas and individual families," for "every survey made has iterated the finding that: in underprivilege states and underprivilege families, sickness and mortality rates are higher; receipt of medical and hospital services is less adequate."

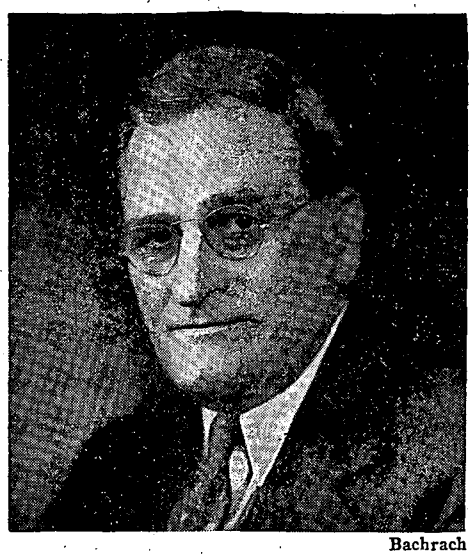
Rural areas particularly suffer from a lack of medical personnel, the surgeon general explained, but even "if our prewar supply of health and medical personnel were evenly distributed, the nation would have a shortage of services." He also pointed out that some of the most frequent causes of death or disability in this country, such as heart disease and mental illness, are the most neglected diseases as far as quality of care and amount of research are concerned.

Dr. Parran listed what is needed as:

1. A hospital and health center system for the provision of complete medical service, both curative and preventive, for every citizen;
2. Expanded public health services for every part of the country, to include new programs such as nutrition appraisals, dental care for vulnerable groups, and bedside nursing care in rural areas;
3. Adequate public water supplies and other sanitary facilities . . . and improvement of farm sanitation;
4. A medical care program in every state, to spread the costs of service by insurance or taxation, or by both.
5. Augmented programs of medical research, supported by government.
6. Training of health and medical personnel, of all categories.

RECONVERSION

"The reconversion problem, in broad terms, is the problem of finding a peacetime basis for full employment," declared William Haber of the Office of War Mobilization and Reconversion in a paper outlining the economic and social readjustments to be faced by this country at the termination of the war. He added that in reality our objective is more than reconversion:



Bachrach

KENNETH L. M. PRAY

"If we 'reconvert' to the levels of economic activity that we had before the war, we will again have millions of unemployed workers, side by side with idle plants and unused resources. We must have an economy that produces more goods and employs more people than ever before in our prewar history."

Mr. Haber described the problem as having four aspects: removal of wartime economic controls; reconversion of industry; manpower reconversion; economic policies relating to full employment.

"The unwinding process must be gradual," he maintained, to avoid inflation and protect civilian products and services. The disposal of government owned plants and consumer goods "must be consistent with general policies regarding the prevention of monopoly and avoid deflating the normal markets."

No amount of planning can prevent a period of large scale unemployment in the period after V-J day, he predicted. As this may affect some 5,000,000 or 6,000,000 workers, "the real issue is how this total can be reduced." To this objective Mr. Haber recommended the following governmental policies: a postwar tax program which will fairly distribute the burden of government costs and stimulate production and business expansion; adjustments in wage stability and price controls, if continued, that "will maintain consumers' spending power and encourage business expansion"; adequate unemployment benefits "to prevent a deflationary psychology"; strengthening of the public assistance programs; a sufficient volume of public works to take up the slack in employment; maintenance of a national employment service; the development not only by government but also by labor and management of labor relations policies "which are consistent with high income and productivity."

Postwar Migration

"What are the social and economic implications of wartime migration in terms of the postwar world?" asked Ewan Clague of the Bureau of Employment Security, Social Security Board, in a paper on the problems of migration. If prosperity follows the war our economic system will be aided by the shifts that have occurred, he declared, but even so, problems will develop in some congested areas where permanent industries are not sufficiently developed to absorb war industry lay-offs. To prepare for these problems he advocated an expansion of the social security system, especially of unemployment compensation, which "can do much to dispel a fear psychology." Also important are provision for temporary assistance, "a highly efficient employment service, the development of retraining programs and "some arrangements for paying transportation expenses to new areas of production."

In another paper, Robert C. Goodwin, executive director of the War Manpower Commission, described the operations of the United States Employment Services as a "community service agency" whose purpose is to supply the labor needs of employers and the placement needs of workers. He explained that in addition to contributing toward the stabilization of employment, the local offices provide information and referral services to veterans and war workers, certify the eligibility of workers for unemployment compensation, and participate in community planning "by furnishing and interpreting labor market and occupational information in the light of which such planning can proceed realistically."

FOREIGN RELIEF

Opportunity for the conferences to shift attention from familiar home ground to problems presented by the devastation in other lands was provided in two papers by staff members of the United Nations Relief and Rehabilitation Administration and of the American Red Cross.

Frederick I. Daniels, deputy director of UNRRA, told of some of the problems that a large inter-governmental foreign relief agency encounters in its attempt to meet the responsibilities with which it is charged. He indicated some of the difficulties, as well as some strengths, that grow out of the agency's legal character. The delicate relationship between the agency and the country involved, he explained, necessitates careful timing and a firm understanding of the period of operation. "The casual turning

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on and off of a large scale relief and supply operation could seriously embarrass . . . the economic rehabilitation of a country."

Difficulties are also inherent, he said, in the necessity of working through indigenous and constitutional agencies in a situation where need is urgent. On the one hand, lurks the danger of tragic delay and, on the other, of future patterns being too hastily determined. Moreover, an inter-governmental foreign relief agency has the responsibility of integrating not only its own services but also those of all the voluntary outside agencies working in the country—a responsibility which presents a "multiplicity and complexity of problems, small and large, relational and operational." It is also faced with rehabilitating the basic welfare institutions of the country in which it is operating. Though it recognizes its essential role in this respect as "consultation and persuasion," some knotty questions are bound to arise:

"May it insist on a method which assures equitable, non-discriminatory distribution of its services and supplies? Or, really to assure such a policy, may it insist that its contribution must be contingent upon such a policy applying to all services and supply operations in the country? And even in this, must it not to some extent be guided by local traditions, mores and legal regulations?"

The greatest difficulties in the early stages of operation, Mr. Daniels declared, are problems of supply, warehousing and, above all, of transport and distribution.

Mr. Daniels emphatically maintained that in the emergency period primary needs must come first, and only later can services be provided to rehabilitate the individual. But he added:

"The relief worker . . . works with body, head and heart at the task at hand, but also with a part of him looking at the next stage in the long road back. So when one states that services are secondary, one must admit secondary by emphasis only. For every day, almost every hour of the day, *people* are being provided for, method is being established, a new structure is being laid."

Red Cross Operations

Philip E. Ryan, director of civilian relief for the American Red Cross's Insular and Foreign Operations described the ARC's welfare operations in areas under military government. He explained that the job is mainly one of community organization, to "form a link between the military and the local agencies in the establishment and coordination of health and welfare services for the local civilian population and for displaced refugee groups in liberated areas." Such operations have been carried on at the army's request in Italy, Western Europe, and the Philippines.

Mr. Ryan pointed out that in foreign relief programs no fixed pattern of welfare operations is possible for "other nations have developed their welfare and health programs in accordance with their own standards." Therefore, it is the relief worker's task "to assist where he can in helping the foreign agencies to organize with structures and functions suitable to their own way life."

THE PEACE

Peace and how to keep it is as much the concern of social workers as of the rest of the people of the nation and the world. And so Vera Micheles Dean, who more than once has electrified National Conference members with her brilliant analyses of international affairs, was called upon again this year to make a prognosis of the state of the world.

Mrs. Dean pinned her hopes on the international security organization to emerge from the San Francisco conference, but warned that such "machinery" could be effective in maintaining peace only if nations are willing to make use of it. Russia will play an increasingly important role in Europe "not because of the effectiveness of Communist propaganda . . . but because of the prestige it has won as a result of its military triumph. It will play a dominant role "only if Britain and the United States withdraw from Europe." Therefore, "those who fear Russia's influence in Europe should be the ones most intent on establishing an effective international organization through which the Big Three could work to stabilize the continent."

The British, said Mrs. Dean, "are resigned to letting Russia have a free hand in Eastern Europe and the Balkans, provided Britain retains a special position in areas it regards as essential for its own security." As to Germany, she advised:

"Any measure proposed for Germany now or in the future should be judged not on the basis of whether it will slake our thirst for revenge . . . nor on the basis of sentimental consideration for the feelings of the German people. The real question is: Will any given measure contribute to the reconstruction and future security of Europe. Our problem is . . . how best to strengthen the rest of the world so that even a Germany restored to peacetime prosperity could not become a menace to its neighbors."

The United States is "peculiarly well qualified to keep the balance between the conflicting interests of other countries, Mrs. Dean concluded, for it "is not suspected of having territorial designs on the continent, and is by tradition committed neither to reaction nor revolution.

"We should have the courage and imagination to see the vistas of useful service now opening before us as a nation."

Obviously the little National Conferences were not hard put to find mental stimulation for the social workers they gathered together on May 28. But they must have found it difficult to limit their choice to a one-day's program.

The moral of the story is, of course, that you can't keep a good conference down.

ELECTION RETURNS

Ballots for election of National Conference officers and committeemen for 1947 went out to the membership several weeks in advance of National Conference Day. Polls closed on May 29. The results were compiled at conference headquarters in Columbus during the ensuing week. Persons elected were:

President: Kenneth L. M. Pray, director, Pennsylvania School of Social Work, Philadelphia.

Vice-President: Arlien Johnson, dean, Graduate School of Social Work, University of Southern California, Los Angeles.

Second vice-president: Paul T. Beisser, secretary and general manager, Children's Aid Society, St. Louis Provident Association, St. Louis.

Third vice-president: Sanford Bates, commissioner, New Jersey State Department of Institutions and Agencies, Trenton.

Members of the executive committee elected for three year terms: Elsa Castendyck, U. S. Children's Bureau, Washington; Stanley P. Davies, Community Service Society of New York; Helen Hanchette, Associated Charities, Cleveland; Ruth Gartland, University of Pittsburgh; Robert P. Lane, Welfare Council of New York City; George W. Rabinoff, the Jewish Charities of Chicago; Wilma Walker, University of Chicago.

Chairmen of the five conference sections: *social case work,* Esther E. Twente, University of Kansas, Lawrence; *social group work,* Gertrude Wilson, University of Pittsburgh; *community organization,* John B. Dawson, Community Fund of Philadelphia; *social action,* Arthur E. Fink, Social Protection Division, Community War Services, Washington; *public welfare division,* Louis Towley, Minnesota Division of Social Welfare, St. Paul.

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Seeing Social Security Whole

ROBERT HUSE, director of the Social Security Board's Informational Service, describes an experiment in education on the job.

Do our specialized "social security" programs—public assistace, unemployment compensation, old age and survivors and other insurances—embrace a common body of knowledge that can be delimited, packaged, and made available to the personnel in all these fields? How can it be taught? To whom should it be taught? By whom?

These questions recently were posed to a group of administrators, welfare leaders, and educators at the Institute on Education and Social Security conducted in Washington by Karl de Schweinitz under the auspices of the committee on education and social security of the American Council on Education.

After ten days of presentation and discussion, members of the institute were asked to evaluate the results. While some of the questions required more detailed analysis than others, the outcome was a general agreement that much can and should be done to develop methods of education in the administration of social security for all persons working in all phases of the program.

The sessions had been planned by Mr. de Schweinitz with the help of a special committee set up by the American Council on Education to explore the values of education in social security. In attendance were some twenty participants, with upwards of a half dozen observers present at various sessions. Discussion leaders were largely staff members of government offices, including the Social Security Board and the Bureau of the Budget. Among the institute members were four state unemployment compensation administrators, three state social welfare or public assistance administrators, one foreign governmental official, seven federal staff members, the president of the American Association of Schools of Social Work, the director of the American Public Welfare Association, and a professor of political science.

Subject Matter

In planning the institute, it was decided that the greatest values lay in confining scheduled subject matter almost exclusively to substantive material, as the inevitable administrative implications of some of it would automatically bring administration into the discussion.

The institute opened, therefore, with a review of the hazards of unemployment, accidents, and other contingencies in present day life giving rise to the need for "security." Then came a summary of the broad historical background of the social security movement and a survey of the present status of social insurance and social assistance in this country and abroad. The peculiar problems involved in developing provisions for public health and medical care were presented by experts in that field. There followed naturally a discussion of the special role of social work in the administration of the various types of insurance and assistance programs. Data regarding the cost of living and the problems involved in maintaining living standards gave a glimpse of the practical objectives of the entire program.

Following these basic considerations, the institute moved on to certain general organizational and administrative issues which cut across all phases of the program. These included a consideration of over-all costs and methods of financing; the issues involved in functional as against group organization in government; governmental jurisdictions and relationships; and a variety of other problems under the heading, "Debated Issues in Social Security." Appropriately, the final two days of the institute were given over to prospects and plans for maintaining full employment.

Future Plans

Out of the institute came the suggestion that the purpose of education in social security is to equip for more effective performance two groups of persons: those who, in one capacity or another, will take leadership or exert influence in the shaping of our social security policies and programs; and those who at various levels administer the day-by-day activities of the agencies set up to execute our present social security programs. While courses of study in colleges and universities were suggested as a means of training future personnel, the immediate problem seemed to be to make education available to present day administrative staffs.

This latter purpose, the institute members felt, could be served by similar institutes conducted at various points throughout the country. The sponsor could draw together local or regional personnel whose knowledge and experience would be a real contribution to the institute agenda.

It was recognized that in planning these regional institutes, levels of subject matter would need to be adjusted to the type of administrative personnel to be included; and that the tendency for administrative matters to crowd out content and background would need to be resisted, so that the focus might remain on the background and factual understanding of historical trends, economic and social conditions, the experience of other nations, and the basic objectives and fundamental role of social security programs in our society.

Teaching Materials

Administrative matters in the curriculum, of course, should not be completely overlooked. But such subjects as budgeting, personnel, property control, and administrative management probably should not be specifically included. Instead, the curriculum might cover issues of administration inherent in the nature of social security legislation, along with the substantive materials. The exact balance of substantive and administrative content in the agenda of a specific institute would, of course, depend upon the individual circumstances.

At the conclusion of the institute, all those in attendance were well aware that the subject matter of education in social security still needs description, delimitation and development of teaching materials. These material needs can be met if they become somebody's responsibility, or if persons whose duties are either in the fields of education or administration find stimulus for working out such materials and putting them, or seeing them put, to use.

There is a body of "social security" knowledge, of common interest to those concerned with our present programs of public assistance, unemployment insurance, old age and survivors insurance, and the areas of basic economic insecurity not now covered. It can be developed into teachable form, and it can be taught, both to those who may seek it in college or university, and to those whose daily concern is with the execution of some aspect of our present program. To do so would contribute to the broader understanding of future molders of public policy, and would foster informed and hence more effective execution of present programs.

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Aftermath of Famine

PUBLIC AFFAIRS PAMPHLETS

ERIC JOHNSON, director of the Far Eastern division, American Friends Service Committee, tells of American attempts to salvage some of the human wreckage left by last year's tragedy in India.

People are no longer dying by the thousands in India. But for each one who did die there are twenty who are today disease ridden, devitalized, easy prey for epidemics. All too often one sees children with spindly arms and legs, skin eruptions, open sores and grossly distended stomachs resulting from starvation and disease.

So far, American aid to India has been small in relation to the need. Yet its significance is all out of proportion to the cost. Since relief channels were opened by the American Friends Service Committee in May, 1944, 40,000,000 multivitamin tablets—magic "little black pills"—have been systematically distributed through local committees. Sulfa, atabrine, and other drugs; evaporated milk, essential supplies for rehabilitation, have spearheaded efforts towards recovery. Small loans are helping fishermen, cane workers, carpenters and weavers, buy nets, boats, cane, tools, and thread.

Disaster

The famine claimed more than 1,500,000 lives in about six months' time—approximately fifteen times the total United States war-caused deaths to date. It was largely caused by a combination of war circumstances. Rice imports to India from Burma and Indo-China were cut off because of Japanese occupation of those countries. India's transportation system, always inadequate, was virtually monopolized by the military. The inevitable result was that movement of desperately needed food and medical supplies to stricken areas was curtailed and sometimes stopped. In one area, East Bengal, where the network of the Ganges River makes life virtually amphibious, the people were without boats because, as a military measure, the government requisitioned them early in the war when a Japanese invasion seemed imminent. Thus, the people were also deprived of fish.

Food prices, stimulated by purchases by the military, skyrocketed from three to seven times prewar levels. They are still very high. Wages have lagged, and an Indian laborer who earns from eight to twenty cents a day, can afford only rice or other foods deficient in vitamins. Meat, fish, fruit, and vegetables are beyond his purse. Thousands of war refugees who fled from Burma and other countries settled in Bengal and neighboring areas, bringing new diseases and imposing an additional strain on meager food supplies. India can indeed be called a war casualty.

Relief for Sufferers

Today, however, American relief effort, though insufficient, is getting to India many vital drugs and supplies which at the present time cannot be secured elsewhere in the world. The program has introduced vitamin tablets to the undernourished famine survivors in India whose inadequate diet, principally of rice and sweet potatoes, makes it impossible for them to regain their vigor and resistance to disease. It has also shipped millions of sulfa drugs that have saved thousands of lives. A milk distribution program for undernourished children, set up by Quaker workers through the Indian Red Cross is now being supplied by the government. Large quantities of atabrine have been provided to combat the widespread malaria. All supplies are bought in the United States, and shipped at Indian government expense.

As the need for emergency feeding and special drug distributions has decreased in recent months, American relief workers have been able to spend more effort on other rehabilitation projects. Many destitute persons, especially widows and children, are being taught weaving, spinning, basket-making, and other skills to enable them to support themselves in the future. Fishermen are being helped to build new boats.

The program was initiated in January 1944, when the President's War Relief Control Board invited the American Friends Service Committee to organize American relief services for India. James Vail, the director of the committee's foreign relief section, was sent immediately to study the situation at first hand. He held conversations with all major leaders in India, and worked out plans to which all agreed. Quaker staff members went to work. Through initial emergency appropriations the National War Fund made funds available to finance the program.

Recently, however, the fund decided that inasmuch as India was not a war liberated country, continued support would fall outside the purposes for which its funds were raised. The President's War Relief Control Board then endorsed a special fund-raising effort, which is now being conducted under the auspices of American Relief for India, Inc. As a part of a national campaign, War Funds and Community Chests are being asked to contribute, and many have already done so. The $1,200,000 which it seeks for 1945 will continue to be distributed in India through the Quaker society.

Ways and Means

The American relief activities have been set up in India so that local authorities will be able to take over the program as quickly as possible and make certain features of it permanent.

The American staff has made itself the "funnel" through which supplies purchased in the United States are routed to almost 300 domestic relief organizations in India which handle the actual distribution through 4,500 outlets.

Among the Indian domestic agencies engaged in this work are the Christian missions of all denominations, the Indian Red Cross, the provincial governments, the Ramakrishna mission, the Moslem League and all other important Indian relief organizations. The local agencies are given careful instructions and are required to follow policies set by the Friends, so as to assure distribution without prejudice as to creed, or caste, race or politics—an innovation in India. Their work is subject to inspection that will assure the Friends' staff that the distribution job is done efficiently. The program is supported by all political groups in India.

American Responsibility

Though India has made and is making a vital contribution toward winning the war, her people have actually received relatively little assistance from this country in comparison to what we do for other nations. In fact, the presence of well-fed and well-housed American troops, in the midst of India's suffering, has tended to create misunderstanding and ill will for the United States.

After the war, India probably will have an increased share in shaping her own future. Her friendship will be as important to the United States as it is now. For the American people to send aid to the suffering people of India now has a part in creating good will. But whether or not it results in benefits to our own country, it is certainly in keeping with our humanitarian traditions.

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THE COMMON WELFARE

The New Wagner-Murray-Dingell Bill

On May 24 identical bills were introduced into both houses of Congress to amend the Social Security Act. Known as the new Wagner-Murray-Dingell Bill the measure is sponsored by Senators Robert F. Wagner of New York and James E. Murray of Montana, and Representative John D. Dingell of Michigan. A revised version of Wagner-Murray-Dingell Bills of 1943 and 1944, it provides the specific proposals necessary to meet with the more general recommendations of the Social Security Board for a comprehensive health and security program for the nation. (See page 169.) As space prohibits the enumeration here of all the details, we can only provide a summary.

Health and Medical Care

The most widely publicized health features of the bill are those providing insurance for medical care. Benefits include payment of: a general practitioner for all necessary services at his office, in a hospital, or in the patient's home; medical specialists under the same circumstances; hospital costs up to sixty days a year, later to be extended to 120 days if the insurance fund can afford it; laboratory, X-ray, physiotherapy, and other special services; nursing care in the home; dental care.

Administrative and financial arrangements between physicians and other specialists may be on the basis of fees for service, part time, or full time salary, or on a per capita basis. The patient retains the right to select his own doctor or specialist, but the physician would receive payment from the health insurance administration.

Other health provisions in the bill would expand basic public health and hospital facilities. In respect to *hospital care* an initial $5,000,000 is appropriated for use by states for surveys of hospital needs. In addition, $50,000,000 is available during the first year of the act on a grant-in-aid basis to states, local governments and non-profit cooperatives for hospital construction and expansion. Grants are to be made on a sliding scale according to the state's financial resources.

The present measure authorizes the use of federal funds to aid local public health services with increased grants and improvements in administrative formulas. This also applies to the maternity and child health, crippled children and child welfare programs administered by the U. S. Children's Bureau.

The Insurances

The bill (S.1050) proposes the development of a single, integrated social insurance administration under the Social Security Board, to manage health insurance, unemployment insurance, temporary disability insurance, and retirement, survivors and extended disability insurance. For each covered worker, there would be a single contribution to a National Social Insurance Trust Fund, amounting to 8 percent of his wage (up to $3,600 a year) half to be paid by the worker, half by the employer, with a government contribution authorized when necessary.

The bill would extend insurance coverage to about 15,000,000 agricultural and domestic workers, seamen, employes of non-profit organizations, and the self-employed.

Under the proposed scheme, the present federal-state system of unemployment compensation would be federalized, with benefits for unemployed or temporarily disabled workers ranging from $5 to $30 a week. Benefits would be paid for twenty-six weeks in one year, and the duration might be extended to fifty-two weeks if funds permitted. The amount of benefits would be determined not only by the worker's annual wage, as at present, but also by the number of his dependents.

Looking to the better organization of the peacetime labor market, the bill provides for the continuation of federal operation of the U. S. Employment Services. Prior to January 1, 1942, the USES consisted of forty-eight separate state services, financed by federal grants to the states.

The changes suggested for retirement, survivors, and total disability insurance would afford more generous benefits, particularly for low-wage workers. The retirement age for women would be lowered to 60, that for men remaining at 65. Minimum benefits would be increased from $10 to $20 a month, maximum from $85 to $120. Total benefits paid the family of any covered worker could not exceed 80 percent of his previous average monthly wage.

The bill seeks to preserve insurance rights of workers who left covered employment to enter the armed forces, and to give immediate protection to younger people who would have gone to work had they not put on uniform. The proposal is for a wage credit of $160 for each month of military service.

Public Assistance

All the public assistance reforms long proposed by the American Public Welfare Association are included in Section 6 of the bill. If adopted, this section will go a long way toward filling the gaps in our programs for needy persons and in spreading aid more equitably among them. Looking toward this last goal are provisions eliminating the present rigid categorical system of aid; doing away with citizenship or residence requirements; providing for greater rates of reimbursement to the poorer states; requiring assistance funds to be distributed equitably within the states.

One of the virtues of this part of the bill is its flexibility. Through its provision authorizing aid to any aged person, dependent child, blind person or "other needy individual," the bill leaves up to the states the decision of whether or not to drop the categorical system altogether in favor of an integrated program or whether to add a fourth category of "general relief." It does insist in the interests of economy, that within each locality one agency administer all the programs.

In addition to reimbursement for money payments to individuals, under Section 6 the states would receive reimbursement for medical services provided to needy individuals through an approved state plan; payments for the care of children in foster homes; and services to help restore dependent persons to self-support.

Probably the most daring proposal in Section 6 (in light of the opposition it is likely to arouse) is the sweeping elimination of local settlement, state residence and citizenship requirements for eligibility for assistance. As the bill is now written, such requirements must be written off the statute books of every state seeking federal reimbursement for aid rendered.

The long talked-of variable grants to the states, in becoming a reality under the bill, would range from 50 percent to 75 percent of the money expended, depending upon the state's per capita income. The states on their part are expected to apply similar systems for distributing aid among their localities.

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HERE IN WASHINGTON

PRESIDENT TRUMAN'S ONLY REquest for increased funds, an additional $15,000,000 for grants to states for old age assistance, aid to dependent children, and aid to the blind, was rejected by the House Committee on Appropriations. The funds for the Social Security Board were, in fact, cut to the minimum needed to carry on present activities with no allowance for increased responsibilities due to the war and end of the war. The original budget estimate of $416,000,000 for the above items was all that received the committee's approval.

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RANKIN OF MISSISSIPPI IS BACK of the latest veteran's bonus drive, a proposed amendment to the GI Bill of Rights which would give $20 a week for a year to any member of the armed services who had served 90 days or more since September 16, 1940.

On the basis of $1,040 each for the more than ten million men and women who would be eligible for the handout, the total cost of the Rankin amendment would be in the neighborhood of $11,000,000,000. The $20 a week would be in addition to mustering-out pay and other benefits.

The little Mississippian is rarin' to go on his amendment and unless headed off, he may get it through. If not this Congress then the next or the next. In any event, at this point, it is the Rankin amendment spelled in "caps" and it is expected to put a stop to some of the unpleasant publicity its sponsor has gained through his manhandling of the investigation of the veterans' hospital facilities.

THE HOUSE COMMITTEE ON APpropriations picked a most inauspicious time to eliminate a social agency such as Community War Services. The pinch-penny gesture will be reflected disastrously in the fight on venereal disease, which threatens to be a major postwar problem. Moral let-downs always follow great wars and never before have so many young men been away so long from normal life. Already VD rates, after an encouraging drop under wartime controls, are showing an ominous upward turn these days.

Yet the House committee decides this is the time to drop the one agency which recognizes VD as a social rather than solely a police or a health problem.

Not only did the committee fail to provide funds to carry on CWS, but it recommended specifically that the agency be killed off after July 1, the end of the fiscal year. No funds were provided even for liquidation.

Efforts will be made in the Senate to restore the program with uncertain prospects at this time.

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PRESIDENT TRUMAN DID VERY well in one of his first big tests, as the liberals saw it—the re-nomination of David E. Lilienthal as chairman of the Tennessee Valley Authority. The new President is given credit, too, for putting the lid on Senator McKellar of Tennessee, heretofore one of Mr. Lilienthal's most vigorous opponents. Senator McKellar can hardly be called friendly to the TVA head even now, but he has been less vocal in his dislike.

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UNDER THE GI BILL OF RIGHTS there have been approximately 6,370 home loans approved by the Veterans Administration.

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SECRETARY OF THE INTERIOR Ickes, who is also head of the War Relocation Authority, is denouncing a series of recent attacks against persons of Japanese ancestry as "planned terrorism by hoodlums."

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THE SENATE COMMITTEE ON Education and Labor has approved a Fair Employment Practice bill which now goes to the Senate floor for a vote. Frankly, its chances are not good. The committee vote was 12 to 5 but a number of senators already have expressed themselves as vigorously opposed to the measure.

The Chavez bill got the committee's endorsement. Recently, Senator Pepper had been trying to work out a compromise between this bill and the objections of a number of his colleagues. He failed, and the Chavez bill went through.

On the House side, the Rules committee on June 12 denied the Norton bill "executive clearance" by a six-to-six vote. Mrs. Norton has filed a petition to bring it to the floor over the committee's head and has, to date, 125 signatures. It will take 218 to secure action.

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A SUBCOMMITTEE OF THE HOUSE Committee on Immigration and Naturalization has been assigned to the job of reviewing this entire question with a view to introducing clarifying legislation. There are, in fact, six subcommittees at work on the task, dealing with immigration and deportation; naturalization and citizenship; prisoners of war; Japanese in War Relocation camps; enemy aliens; and refugees.

It has been some twenty years since a comprehensive study of the subject was made by the House committee, and each year literally hundreds of bills are introduced pertaining to one or several of the areas of the committee's field. It is high time, according to Chairman Samuel Dickstein, that the committee reviewed the whole question.

STABILIZATION DIRECTOR WILliam H. Davis is not pinning his hopes for postwar production and employment on rosy dreams of new industries—plastics, aircraft, television, and the like.

If this country is going to have full production and full employment, according to Mr. Davis, the whole standard of living must be raised by at least 30 to 40 percent. Our only real hope, he says, lies in those three big items that are basic to any standard of living—food, clothing and housing. Increase the consumption of these by every man, woman, and child living in the USA and we need not worry about "deflation."

Mr. Davis is equally discouraging about the possibility of converting the nation's long dammed up need for consumer's durable goods into the basis for the new prosperity. In 1941, a big year, the total production of these items only amounted to about $5,000,000,000—a help, to be sure, but not enough.

As Mr. Davis sees it, there is no question as to the practicability of his scheme. We did it in the war, he says, and there is nothing starry-eyed about assuming we can do it in peace, provided everyone pitches in and not too many monkey wrenches are thrown into the works.

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THE EQUAL RIGHTS AMENDment has been reported favorably by the House Judiciary Committee and, with both major parties committed to its passage, seems to have a more than even chance of getting through this Congress. Proponents of the resolution are highly elated.

Rica Schneider

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THE COUNTRY OVER

Among the States

For the first time since early depression days, this year public assistance was not a major controversy in the Pennsylvania legislature. However, a few changes in the laws were made, the most revolutionary being abrogation of settlement requirements for all persons coming from states which grant assistance regardless of period of residence. Though such a law at present would only affect former residents of Rhode Island (since that is now the only state without settlement laws) it prepares Pennsylvania to accept responsibility for migrants and other non-settled persons when and as other states do so. Other changes in assistance provisions eliminate grandparents and children from liability for support of indigent persons; and raise blind pensions (which in Pennsylvania are based on blindness rather than need and so are not subject to federal reimbursement) from $30 to $40 a month.

The legislature also adopted a new penal program, based on recommendations of a commission appointed by the governor a year ago. This involves the abandonment of two run-down state penitentiaries; the erection of a new maximum security prison; and two new institutions for young offenders, one for defective delinquents and the other an industrial school; the setting up of two additional state training schools, one for boys and one for girls; and the establishment of a state classification and diagnostic center. The legislature also envisaged the strengthening of the state's institutional program for the mentally ill through an act authorizing the state department of public welfare to establish additional mental hospitals or to relocate present ones.

Two measures relating to school medical examinations resulted from recommendations of the Legislative Committee on Education, established in 1943. These require school districts to set up advisory health councils to study health needs, to assist in organizing follow-up programs, and to arrange for medical examinations for every school child every two years.

Other new health legislation includes several appropriations: $100,000 for cancer research; $100,000 for nutrition research and demonstration work; $120,000 for the prevention and treatment of rheumatic fever and rheumatic heart disease.

Several bills, formulated by the State Charities Aid Association, with a view to the reorganization of various state services, failed of passage. They will be reintroduced in 1947.

For Migrants

Important steps toward meeting the long-standing and complex problems of migrant workers were taken by New Jersey's legislature before its adjournment in late May. Through the creation of a division of migrant labor in the state Department of Labor, the lawmakers for the first time definitely placed the responsibility for the health and welfare of the workers on the state. The new division consists of a board and a deputy commissioner.

Other New Jersey legislation includes a "little FEPC" act forbidding racial or religious discrimination in employment; an amendment to the unemployment compensation provisions increasing the maximum benefits from $18 to $22, the duration of benefits from twenty-two to twenty-six weeks, and coverage to employers of four or more persons; measures to aid in venereal disease control, providing for quarantine, when necessary, and for compulsory examination of migrant laborers and of others under court order.

Long Session

The 1945 Oregon legislative assembly adjourned, after the longest session in history, with considerable social legislation to its credit. Under an amendment to the old age assistance law removing the $40 ceiling on grants, the county public welfare commissions will now be permitted to budget for needs over $40, in addition to medical, surgical, and hospital care.

Another measure, sponsored by the Oregon State Employes Association and endorsed by the League of Women Voters, establishes a statewide civil service system. Because of the numbers of employes in the armed forces, only those persons employed by the state prior to 1941 are "blanketed-in." Emergency, wartime appointees will be required to pass competitive examinations. A retirement system for state employes was also set up. It is designated to cover all school systems in the state except Portland, which already has its own retirement system. County and city governments may elect to come within the system.

Toward the end of the session, a measure was passed to be submitted to the voters at a special election this month. It levies $5,000,000 a year for the next two years for construction of buildings for the state institutions and the State System of Higher Education. Of this sum, $750,000 is contemplated for a general hospital in connection with the University of Oregon Medical School which will include beds for the study and treatment of patients suffering from "nervous and mental disturbances."

Unemployment compensation bills were numerous. The waiting period is shortened; weekly benefits increased; number of weeks covered by compensation extended.

Not Discouraged

"We are not entirely happy about the results, but neither are we particularly discouraged," says the *Bulletin* of the Vermont Conference on Social Welfare in reference to the activities of the recently adjourned Vermont legislature. Some of the session's accomplishments in the field of social welfare were: raising the eligibility age limit for aid to dependent children from sixteen to eighteen for children who are still in school; creation of a board of public welfare; and provision of a short form birth certificate to protect children born out of wedlock. The effectiveness of a measure increasing the maximum of old age assistance grants to $40 for a single person and $60 for a couple, was somewhat impaired by a cut in the requested OAA appropriation.

Hoosier Moves

Twenty-one bills dealing directly or indirectly with public welfare were passed by the 1945 Indiana legislature. Among them was an "omnibus bill" amending various sections of the state welfare act. Its most drastic change provides for the appointment of the state welfare commissioner by the governor instead of by the state board of welfare. Under the governor are to be three regional welfare administrators chosen by the director from the merit lists.

Other new legislation recreates county welfare boards of five members each, to be appointed by circuit or juvenile court judges; creates a five-member state welfare board to be appointed by the governor; abolishes the state parole review board; establishes a board of industrial aid and vocational rehabilitation for the blind; transfers the responsibility of licensing nursing homes for the aged from the state health department to the welfare department; empowers the state welfare department to license boarding homes for

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children, day nurseries, child caring institutions and child placing agencies.

Numerous public health laws were passed before the legislature adjourned, among them a measure providing for the reorganization of the state board of health and strengthening its powers. Other health measures were laws requiring the state board of health to make a survey of hospitals and health facilities in the state with a view to evaluating the need of extension of such services; providing for the licensing of all hospitals wherein medical or surgical services are given; raising the salaries of part time city and county health offices.

Education

A warning that a number of fly-by-night schools and fake "colleges" are springing up in various parts of the country to exploit returned servicemen who desire to continue their education under the GI Bill of Rights has been issued by Dr. Francis J. Brown, educational consultant of the American Council on Education. These "gyp" institutions are interested not at all in the ambitions of the veterans, he states, but only in the $500 annual tuition fees for which returned servicemen are eligible under the legislation designed to help them carry out the plans interrupted by their war service.

Under the GI Bill of Rights, each state may certify to the administering agency, the Veterans Administration, the institutions that are qualified to give standard instruction in the various educational fields. Dr. Brown charges that only a few of the state agencies authorized by law to approve schools offering instruction to veterans have taken their responsibilities seriously, and almost none have provided funds or personnel to inspect the institutions prior to approval.

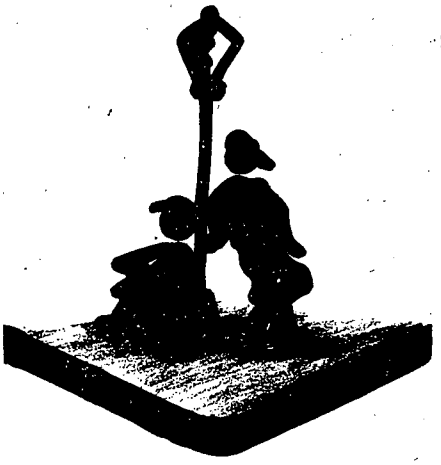
Dean J. B. Edmonson of the School of Education at the University of Michigan, writing in *The Nation's Schools* declared that any state that fails to protect returned servicemen against being "gypped" in their education is open to severe criticism. He added, "this is a good time to rid the states of those higher institutions that defraud students by granting credits, certificates, and degrees having little or no value."

Areas of Conflict

One of the chief concerns of adult education in the present and postwar periods will be that of helping to achieve "smooth adjustment in areas of conflict," according to Morse A. Cartwright, director of the American Association of Adult Education. In his annual report for 1944-45, issued early this month, he states that "no solution to the issues in these areas, either full or partial, is possible without recourse to education, and particularly to adult education." Among the problems around which he considers future areas of conflict, and hence the special need for adult education, will center, he lists: labor-management relationships, unemployment, veteran adjustment, compulsory military service, public provisions for health, intercultural relations, racial tension.

Truancy and Boredom

A study of 15,726 truancy cases in New York City's public schools reveals that "dissatisfaction" with their courses is a major cause of absence. The majority of the absences occurred in the fifteen- and sixteen-year age group, with 63 percent lasting for 15 days or less, 37 percent for 16 days or longer. The chief reason given for absence was illness. But 29 percent of the boys in the academic high schools and 40 per cent of the girls are so dissatisfied with their school courses as to turn truant for that reason. Lack of interest may have contributed to the further finding that 33 percent of the boy absentees and 25 percent of the girls were failing in their school work. Walter E. O'Leary, director of attendance, under whose direction the study was made, commented, "It is very interesting to note that 12,015 parents [of the truants studied] reported that they had control of their children, and 13,232 parents knew of their children's absences." Of the 15,726 truants, 81 percent "come from normal homes with respect to marital status of their parents."



These two idle youngsters are from "Kids in Trouble," the first of a series of publications of the Council of Social Agencies of Buffalo, analyzing social problems in Buffalo and Erie County. The pamphlet attempts to present the "facts on youthful misbehavior," as available from the court, the police, the school, and the social agency. It outlines present preventive forces, and suggests measures for the future. Price 25 cents, from the council, Genesee Building.

In Print

An annotated list of 107 titles (books, pamphlets, and bibliographies) on "Intercultural Education for School and Community" has been assembled and printed by the Bureau for Intercultural Education, 119 West 57 Street, New York 19. . . . The American Council, Institute of Pacific Relations, 1 East 54 Street, New York 22, publishes "Tell the People—Mass Education in China," by Pearl S. Buck. The pamphlet, priced at 25 cents, tells the story of James Yen's campaign to reduce illiteracy, and to encourage school and community to work together. . . . The Bureau of Educational Research, Ohio State University, publishes "Education on the Air," the fifteenth yearbook of the Institute for Education by Radio. It includes a section on television. Price, $3.

Employment

Three states have followed the lead of New York in enacting legislation designed to deal with the problem of discrimination in employment because of race, color, or creed. The three states are New Jersey, Indiana, and Utah. The New Jersey law is similar in most respects to the Ives-Quinn bill which became law in New York in March (see *Survey Midmonthly*, March, page 50).

The Indiana law declares that opportunity to obtain employment without discrimination because of race, color, creed, or national origin is a right. It authorizes the commissioner of labor to study the problem and to recommend to the legislature proposals for legislation to eliminate injustice of this sort.

Under the Utah law, a three-man committee will be appointed to investigate all forms of discrimination because of race, color, or creed in the state. It is directed to study the need for anti-discrimination laws, and the type of measure that should be enacted.

The Social Service Employes Union is urging all social service and non-profit agencies to comply voluntarily with the provisions of the Ives-Quinn law in New York State. The measure exempts "fraternal, charitable, educational, and religious organizations" from the necessity of complying with its requirements.

Unemployment Benefits

Twenty states have recently revised their unemployment compensation laws to increase weekly benefits, lengthen

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their duration, or both, according to a report last month by the Public Administration Clearing House. As examples of the action taken, the report cites Maine, which increased maximum benefits from $18 to $20 and duration from 18 to 20 weeks; Maryland, $20 to $25, and duration 23 to 26 weeks; North Dakota, $15 to $20, and 16 to 20 weeks; Washington, $15 to $25, and 16 to 26 weeks. Minimum benefits in most instances were increased along with maximums, leaving the range from minimum to maximum, in most states, at about $10. Some states also shortened the waiting period between application for benefits and the commencement of benefit payments.

For Handicapped Workers

The development of a simplified selective placement technique, which makes it easier to place handicapped persons in the jobs they can do best is reported by Paul V. McNutt, chairman of the War Manpower Commission. The technique, developed by occupational analysts of the WMC, is used as part of the agency's counseling service.

The technique uses a check list, devised by the U. S. Employment Service and industrial personnel officers. It lists physical activities, such as walking, lifting, sitting; and working conditions, such as inside, outside, noisy, quiet, dusty, damp. Against these are checked facts concerning a particular job. Then the physical abilities of the applicant are matched against job requirements, to determine what work the applicant can do. Mr. McNutt states that in training WMC personnel to use the new technique, the local offices of USES often are able to develop new fields of employment for handicapped workers.

ILO Conference

The twenty-seventh session of the International Labor Conference, which brings together tripartite delegations from the member states of the International Labor Organization, will be held in Paris, or nearby, in September, according to a decision by the Governing Body, which met recently in London.

Six items were placed on the conference agenda: the director's report, covering social problems of the immediate postwar period, and the policy and program of the ILO; the maintenance of high levels of employment during the period of industrial rehabilitation and reconversion; welfare of children and young workers; matters arising out of the work of the constitutional committee; minimum standards of social policy in dependent territories; reports on the application of conventions.

A special report will be submitted by the International Labor Office on Item II, the maintenance of employment: Item III, welfare of children and young workers, is to be dealt with by the "double discussion" procedure under which a question is first discussed by the conference, and then sent back to the governments for comment, with a view to the adoption of a formal recommendation at a second session of the conference.

Under the ILO's constitution, each member state will be represented at the Paris conference by four delegates, two representing the government, one the employers, and one labor. Each delegate will be entitled to be accompanied by eight advisers.

Retiring

Helen Cody Baker fans will regret to hear of Mrs. Baker's retirement this month from her position as publicity director of the Chicago Council of Social Agencies. They will be relieved to learn, however, that she plans to continue writing her Saturday night column for the *Chicago News*.

One of social work's top interpreters, Mrs. Baker has for many years been the author of the council's lively and informative monthly news bulletin, as well as of numerous articles on social subjects in various magazines—not the least of which is the *Survey Midmonthly*, of which she is contributing editor. She is a member of the American Association of Social Workers, the Illinois Welfare Association, the National Conference of Social Work, and National Publicity Council for Welfare and Health Agencies.

Representation

From now on, the 80,000 organized workers employed by the Southern Pacific Railroad will have majority representation on the Southern Pacific Hospital Board of Managers. The railroad has had a hospital department, financed almost entirely by compulsory contributions of employes, but completely run by management. The decision requiring majority control by employes representatives was reached by the Board of Arbitration in San Francisco on the principle of "no taxation without representation."

"Fighting Fund"

The raising of a $300,000 fund during 1945 to be applied to political action was voted last month by the general executive board of the United Office and Professional Workers of America, CIO, meeting in a two-day session in New York City.

Half of the fund will be allocated to the mobilization of non-partisan support among white collar workers for such measures as the Bretton Woods proposals, the Murray "full employment" bill, the Wagner-Murray-Dingell bill (see page 174).

Another purpose of the fund will be to support general political action by labor on the legislative front and in municipal, state, and congressional elections.

A third purpose will be to promote "non-partisan salary service in fifteen leading cities." The service "gives help in getting increases through the War Labor Board to employes and employers who want to consult it, regardless of whether they join the union."

School of Industrial Relations

Preliminary courses in the New York School of Industrial and Labor Relations are announced to begin in September at Cornell University. The School, set up by the state legislature last year with an appropriation of $200,000 for its first year, eventually will offer a four-year course leading to a bachelor's degree. The foundation course will include studies in collective bargaining, mediation and arbitration, social insurance, personnel management, union organization and administration, labor legislation, international aspects of industrial and labor relations. The project, first of its kind in the United States, has the cooperation of business management, labor unions, and educators.

In Print

A selected, annotated bibliography, "Problems of Reemployment and Retraining of Manpower During the Transition from War to Peace" is published by the Industrial Relations Section, Princeton University, Princeton, N. J. Price 50 cents. . . . A selected list of references on "The Guaranteed Wage and Other Proposals for Steadying the Worker's Income," compiled by Laura A. Thompson, may be obtained from the U. S. Department of Labor Library, Washington, D. C. . . . An illustrated pamphlet, "Sub-

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standard Wages," by Abraham Joel Tobias, analyzes "their extent and effect, and what must be done to establish a higher wage level." Price 15 cents from the Congress of Industrial Organizations, 718 Jackson Place, N. W., Washington 6.

Race Relations

The new Commission on Community Interrelations of the American Jewish Congress, recently initiated a series of studies to determine the causes of inter-group tension and conflict in localities throughout the country—and to carry out experiments aimed at overcoming group hostility.

The plans call for as many as ten "action research projects" to be carried on simultaneously. While no time limit is set on a project, it is expected that each may require from a month to a year, with new ones being added more or less regularly. Three major projects involving different problems of group tensions already are under way in eastern cities.

The CCI does not plan to "move in" on a community, and will undertake a project only after being invited by responsible leadership in the community, then weighing the situation in terms of urgency. In all cases, the commission will work closely with interested individuals and agencies in the locality.

"The key to the commission's program is the task force," said Charles E. Hendry, the organization's coordinator of research. "A task force composed of skilled fact-finders and social action people is assigned to each project. Such a group may number as many as twenty persons, including group workers, social psychologists, cultural anthropologists, experts in opinion polling, and others. Their job is to cut through opinions and suppositions to find the facts underlying group conflict, then put the facts into action, helping groups resolve their differences."

City Activities

Cleveland, Cincinnati, and Boston have joined the number of cities taking definite steps to better local race relations, according to the news bulletin of the Public Administration Clearing House. This spring, Cleveland's city council created a community relations board, with twelve members appointed by the mayor. A special municipal appropriation will finance the board's work, which is "to promote, develop, and maintain effective and proper relations in the community among the various racial, national, religious and cultural groups."

Cincinnati's director of public safety has appointed a "race relations detail" within the police department. One of the three officers already appointed is a Negro patrolman with twenty years' experience. The detail will undergo a training period, after which it will give in-service training in race relations to other police force members.

Supervisory officers of the police department in Boston have taken a course, "The Police and Minority Groups," with Harvard University cooperating.

A five-day institute on interracial relations was held for Los Angeles county officials and employes early this spring. About 500 persons attended each of the five three-hour sessions. Problems of intergroup relations were analyzed, with emphasis on their effect upon community life and county government services.

Councilman Benjamin J. Davis, Jr., has placed before the New York City council a proposal for a permanent committee on interracial and group unity in the office of the mayor. This bill would make permanent the mayor's temporary Committee on Unity, formed shortly after the Harlem riots last summer.

Relocation

The story of the almost 3,000 Japanese American students who have entered colleges away from the West Coast during the past two and a half years, is told in a brochure, "From Camp to College," issued by the National Japanese American Student Relocation Council, 1201 Chestnut Street, Philadelphia 7. Through this brochure the council is appealing for funds to help many of these young people continue their education.

In Print

The first two numbers of the new quarterly, *Journal of Social Issues,* published by the Society for the Psychological Study of Social Issues, is devoted to discussions of racial and religious prejudice in everyday life. According to a statement of purpose, the society is "a group of several hundred social psychologists and allied social scientists with a particular interest in research on the psychological aspects of key social issues." The journal replaces a strictly technical research bulletin in an effort to communicate the research findings of the social scientist to workers in the fields of government, industry, education, social work. Editor of the first issue is Dr. Gene Weltfish. Among the contributors are Edward Lawson, Daniel Katz, William Agar, Gardner Murphy. The yearly subscription is $2, from Association Press, 347 Madison Avenue, New York 17.

The USO division of the National Board, Young Women's Christian Association, has published "Experiments in Democracy," a discussion of the USO policy of providing "service to all involved in the war effort," and of the factors affecting its services to Negroes. It includes suggestions for improving race relations, each illustrated by a concrete incident. A good bibliography in race relations concludes the booklet. From the USO publications unit of the National Board, YWCA, 600 Lexington Avenue, New York 22. Single copies free.

A careful analysis of the problem of segregation, its present day aspects and historical development, is presented in "The Core of America's Race Problem," issued by the Public Affairs Committee of the National Board, YWCA. The report describes patterns of segregation in housing, employment, unions, education, transportation, recreation, in the armed forces, and so on. From the Woman's Press, 600 Lexington Avenue, New York 22. Price 19 cents.

The first annual report of the Illinois Inter-Racial Commission, covering the period from August 1943 to December 1944, describes the commission's activities, including the sponsoring of five city conferences on interracial relations, and the stimulation of eight municipal interracial commissions. The report includes a series of research memoranda on methods of promoting racial good will, statistics on the Negro in Illinois, population trends in Illinois, a discussion of Negro housing problems, and of Illinois civil rights laws, and a condensed history of three previous Illinois race riots.

"Race Discrimination and the Law," by Carey McWilliams, has been reprinted from the winter 1945 issue of *Science & Society* by the National Federation for Constitutional Liberties. The article opposes the view that legislation against discrimination is futile. From the NFCL, 205 East 42 Street, New York 17. Price 10 cents.

People and Things

Shortly before the convening of the United Nations Conference at San Francisco, the American Association of Social Workers sent a letter, through its executive secretary, Joseph P. Anderson, to the United States delegation recommending that the conference establish an international organization in the field of social welfare. Said the letter, in part: **acre obtained definite relief on sitting up-** in the future will depend to a large extent on successful international collaboration, especially in the political and economic fields. . . . More important still, those people who, as subjects of coloniz-

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ing nations, have not been given equal civil rights or equal opportunities for economic and welfare advancement, must be given first consideration."

Good News

Last month word was received in this country that Rene Sand is now "free and very well." M. Sand, who prior to the war was Minister of Health in Belgium, has many friends in this country made during the years he served as secretary to the League of Red Cross Societies. All delegates to the London meeting of the International Conference of Social Work in 1931 will remember his engaging part in making that prewar gathering a genuine success. He and his son-in-law, M. Cornil, were among a group of citizens in the Lowlands sent to Germany by the Nazi government of occupation.

For The Armed Forces

The American National Red Cross's "Three Year Report of Services to the Armed Forces" covers the years from June 1941 to June 1944, and describes these activities from the days of planning and mobilization of resources to present days of operations. Included are data upon domestic and overseas programs. From the American National Red Cross, Washington, D. C.

No Slums

The Citizen's Housing Council of New York, in "And There Goes Another Slum," looks back over a decade of work toward "achieving decent housing in livable neighborhoods for every citizen, by a union of public and private planning and action. The small, graphically presented booklet discusses the progress of housing ideals and the three roads—private, public, and combined—toward the goal of good housing. With a look into the future the pamphlet invites the reader to join the council in laying the "cornerstone of a better New York."

Anniversaries

Union Settlement in New York City, headed by Clyde Murray, reaches the half-century mark this year. At a ceremony held recently in the Museum of the City of New York, Mayor Fiorello H. LaGuardia complimented the settlement upon its accomplishments and emphasized the possibilities its work holds for the future, in promoting better interracial understanding, guidance for children, and neighborhood understanding.

Also celebrating its "Golden Jubilee" is Hudson Guild, in New York's downtown West Side. The Guild now serves one out of every eight residents of the Chelsea district.

One hundred years have passed since a small meeting in a little school house in St. Louis, Mo., resulted in the founding of the Society of St. Vincent de Paul in America—a Catholic charity devoted to work among the poor. The society will hold a conference at St. Louis in September. As with so many of this year's conferences, this will be a local meeting, national attendance being limited to the society's superior council, a governing body of about thirty persons. The St. Louis meeting will have local "echo" conferences throughout the United States, as the 120 major units of the society are planning their own local meetings around the same date.

The twenty-fifth anniversary of the American Civil Liberties Union finds this champion of civil rights calling upon its members each to get one additional member as a "Twenty-fifth Anniversary gift to the union." The nationwide membership now numbers about 6,000. In a letter to the present members, Arthur Garfield Hays, counsel for the union, writes of the "great work that obviously must be done in the postwar world to extend civil liberties at home and with American aid, internationally."

Educators

Early this month Lyman Bryson, director of education, Columbia Broadcasting System, was reelected president of the American Association for Adult Education, for the year 1945-46. Other officers are: Irene T. Heineman, California State Department of Education, John W. Studebaker, U. S. Commissioner of Education, and J. J. Tompkins of Reserve Mines, Nova Scotia, vice-presidents; Dorothy Rowden, assistant to the director of education, Columbia Broadcasting System, secretary; and James Creese, vice-president, Stevens Institute of Technology, treasurer.

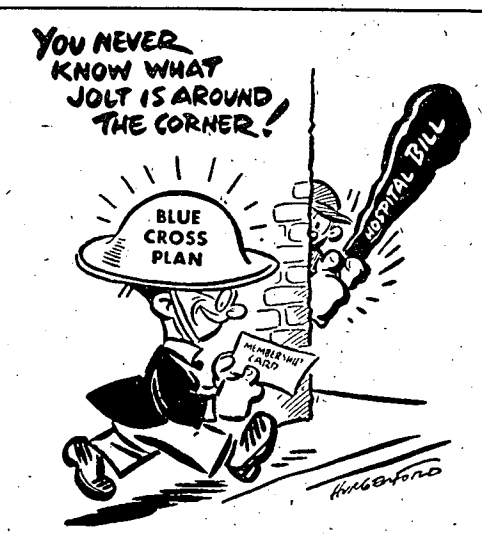
Job Changes

At the end of his service with the army's sanitary corps, Col. Ira Hiscock will replace Dr. C.-E. A. Winslow, chairman of the public health department in the school of medicine at Yale University. Before going into the army in 1942, Colonel Hiscock was a professor of public health at the university. Dr. Winslow is retiring after thirty years on the Yale faculty.

Frederick A. Carroll, prominent Boston banker, has been appointed the American Red Cross's commissioner for Great Britain and Western Europe to replace Harvey D. Gibson, recently returned to this country after nearly three years of overseas service.

New director of the Public Administration Clearing House is Herbert Emmerich, who took office on May 1. He had been the organization's associate director since June 1944, and commissioner of the Federal Public Housing Administration for two years before that. Mr. Emmerich replaces Louis Brownlow, who is retiring after serving as the association's executive director since its founding in 1930.

Benjamin M. Selekman, labor arbitrator, social service worker, and executive



The well-protected man above appears in "The Story of the Blue Cross"—one of two pamphlets on health recently published by the Public Affairs Committee. The Blue Cross story (Public Affairs Pamphlet No. 101) was written by Louis H. Pink, president of the Associated Hospital Service of New York, who traces the growth of group hospital insurance from its inception in Baylor, Tex., in 1929, to the present, when plans throughout the nation have a total membership of 17,000,000. Mr. Pink looks forward to a time when "the federal government might make grants in aid to the states for the encouragement and assistance" of such arrangements.

In "Health Care for Americans," Public Affairs Pamphlet No. 104, Dr. C.-E. A. Winslow discusses the economics of medical care in the United States. He divides the American people into four groups, each with a different type of problem in regard to the payment of medical care. These are: the *well-to-do* who can get along under the present fee-for-service system; those with *above average income* who cannot pay emergency costs without undue hardship, but could meet average costs under a voluntary prepayment group practice plan; the *self-supporting* who cannot pay even the average cost but could pay part of the cost through a tax-supported health insurance program; the *poor and dependent* whose health insurance premiums would have to be paid entirely from public funds. Price 10 cents each from the committee, 30 Rockefeller Plaza, New York 20.

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director of the Associated Jewish Philanthropies of Boston since 1929, has been appointed the first Louis E. Kirstein Professor of Labor Relations at the Harvard Graduate School of Business Administration. The new chair will continue the life-long work of the late Mr. Kirstein, Boston philanthropist, in the improvement of human relations in business and community life.

Competition

The Modern Hospital Publishing Company has announced a competition for an essay of not more than 5,000 words, on the subject: "A Plan for Improving Hospital Treatment of Psychiatric Patients." First prize is $500; second, $350; third, $150. The three judges will be drawn from the U. S. Public Health Service, The American Psychiatric Association, and the National Committee for Mental Hygiene. The contest is open to anyone except the judges and employes of "The Modern Hospital." Essays must reach the publisher by October 1, 1945. For complete information write the company, 919 North Michigan Avenue, Chicago 11.

Contest Winners

Prize winning entries in Boston University's recent contest on city planning have been on exhibit in the Boston Museum of Fine Arts. The university sponsored the contest a year ago in an effort to guide the future development of the metropolitan area and to develop citizen interest and participation in a plan for the city's growth and prosperity. (See *Survey Graphic*, April 1944, "Call of the Cities," by Loula D. Lasker.)

Ninety entrants offered plans for the area's future development, including among other phases, programs on political organization, taxation and revenue, assessment and depreciation, industrial, commercial and residential relations, educational development, transportation, and citizen participation.

The first prize—$5,000—was awarded to a team made up mainly of professors of government, economics, and sociology. Second prize—$2,000—went to another team, headed by a former chairman of the United States Chamber of Commerce, while a special prize of $100 was given to a group of educators. Several architects and planners were among the nine contestants who received honorable mention. All the winning papers stressed the need for a formal organization of citizens, though the form of the proposed organization varied in each. A synthesis of the prize winning entries is available from the contest's director, Prof. Don B. Leiffer, Boston University, 688 Boston Street, Boston 16, Mass.

BOOK REVIEWS

HOW TO HANDLE LABOR GRIEVANCES, by John A. Lapp. National Foremen's Institute, Deep River, Conn. $4.

DUE PROCESS IS AS IMPORTANT A FACTOR in industrial relations as it is in government. Essential to its existence is functioning machinery, mutual understanding, and an honest desire on both sides to arrive at equitable conclusions. These are the fundamentals laid down by John Lapp in a book which grows out of many years of experience as arbitrator and expert consultant.

The book deals with "grievances"—the irritations that arise out of daily contacts in the work shop, and which grow into major causes of unrest if they are not dealt with promptly and effectively. The chapters outline principles and procedures both as the author has discovered them in his own experience and as they have been developed in practice and embodied in agreements between employers and unions. Following excellent expository chapters there is an appendix, which includes forms, procedures, and agreements in effect in numerous industries.

The book is written with a combination of wisdom and simplicity of language that should make it an effective handbook for arbitrators, union leaders, and personnel men in industry. JOHN A. FITCH
New York School of Social Work

AT HIS SIDE: The American Red Cross Overseas in World War II, by George Korson. Coward-McCann. $2.75.

HERE IS THE SUCCESS STORY OF THE RED Cross overseas, where all the girls are dauntless and gay-spirited, all the servicemen chivalrous and grateful. You'd never suspect that the Red Cross ever had a personnel headache or a soldier a gripe. Hum-m-m.

"At His Side" is written from the inside looking out. The author is on the headquarters staff of the American Red Cross and his narrative is drawn from reports and letters from people in the field, as well as from interviews with those who have returned home. Naturally it lacks the color of personal experience and is flavored, quite as naturally, with official complacence. It is a little like the written-to-order biography of a successful man which must please a large and sensitive family.

Yet, when all this is said, "At His Side" remains the record of a prodigious organization of good will which in little more than four years has spread its undertakings to every quarter of the globe with an incredible variety of enterprises touching in one way or another the lives of nearly all the men in our armed forces.

Mr. Korson outlines the Red Cross activities in most of the important theaters of war—Australia, New Guinea, Guadalcanal, North Africa, England, Italy, and France. He tells of their beginnings, often under great difficulties, and details the personal fortitude and resourcefulness of the people who developed and operated them. Generally speaking, these activities fall into two groups: those concerned with the men in hospitals; and those concerned with what might be called the leisure time of the servicemen—specifically, the clubs such as the USO operates here at home, and the recreational programs in convalescent centers and rest areas. The variety of these activities is limited only by the imagination and resourcefulness of the people who direct them, and those qualities apparently are inexhaustible.

No one questions for a moment the usefulness of the cheer and comfort that the Red Cross has brought to our men overseas, but it seems a bit heavy handed to refer to these services as "the burden of maintaining the spirit of America's fighting men." For all of Mr. Korson, you'd think that no one but the Red Cross had given that spirit a thought.

For what it is, an inside story, "At His Side" is a pretty good book. But someday, someone will write a real evaluation of the Red Cross service in this war which will appraise its human weaknesses as well as its undeniable strengths. And that will be a better book than this one and the Red Cross will be stronger because of it.
Osterville, Mass. GERTRUDE SPRINGER

PEACE THROUGH COOPERATION, by J. Henry Carpenter, Harper. $1.25.

IN THIS LITTLE BOOK DR. CARPENTER tells how he became converted to the belief in the cooperative movement as the practical expression of love or of the Christian religion. But the main body of the book is concerned with an investigation (often rather involved) of the basic forces and purposes in our modern life and their relation to the Christian life. In the six chapters—"What is Peace?" "What are Cooperatives?" "Freedom and Law?" "Who Shall Inherit the Earth?" "Cooperation and Chaos," and "Man's Dominion Over the World"—the main thesis is approached from every angle and the same conclusion reached that only through cooperatives and the cooperative approach, which is

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the practice of love and Christianity in everyday life, can we permanently obtain a peaceful world:

The author writes with conviction and emotional zeal regarding the economic, political, and religious bases of our national and international life. In so doing he has apparently thrown in as evidence whatever collected material he had at hand and counted on it to make a point under each of the six headings. As a result the book has a disjointed character and follows no consecutive theme.

As an ardent worker for cooperatives myself, and as a former enthusiast of the type Dr. Carpenter recommends, I can have nothing but the greatest sympathy for his purpose. But as one who has seen the operation of many cooperatives throughout the country, I am rather unwilling to let many of his assertive statements go unquestioned. His implication, for instance, that cooperatives are an expression of love between neighbors, may be an assumption theoretically and ideally true, but to cite it as a fact or behind our present cooperative organizations seems far from accurate. Even the Rochdale pioneers can hardly be said to have had Christianity as their chief motive when they valiantly stuck to their plan to take their fate as consumers in their own hands. American cooperatives today can be justly called "big business without profit," but the millions of members who have found that it was better to receive "dividends" on their purchases than to have them go elsewhere have also found that cooperatives usually succeed or fail for reasons having little to do with the Christian spirit. However, so long as the cooperative method of business is under attack, cooperators must fight in the legislative arena as well as continue progress through their slowly erosive action against the citadel of capitalistic enterprise.

This book is doubtless intended to give new spiritual strength in the drive for a cooperative world, yet I could wish that Dr. Carpenter had remembered more clearly that Jesus also said, "I bring you not peace but a sword."

New York ELIOT D. PRATT

AMERICAN MEDICAL PRACTICE—In the Perspectives of a Century, by Bernhard J. Stern. Commonwealth Fund. $1.50.

THIS BOOK PORTRAYS THE EXISTING situation in regard to the practice of medicine in the United States. It describes the changes in the economic set-up which came as the country grew. It shows in what low esteem the medical profession was held in the early days before science had advanced it to its present position and the use of hospitals and specialists was established. It shows how, as the standing of the profession improved, the cost of medical care increased. It describes the distribution of physicians at the present time showing that irrespective of the situation created by the war, the younger men and specialists tend to congregate in the more crowded areas where hospital beds and laboratory facilities are plentiful, and to leave the thinly populated parts of the country to older physicians. Pointing out the fact that physicians in the armed forces are well supplied with laboratory equipment and hospital beds, it predicts that few of them will go into practice in rural areas when they return to civilian life unless changes are made regarding hospitals and laboratory equipment. Its figures in regard to the number of patients per physician in various parts of the country demonstrate that the load is unevenly divided. The book also emphasizes the fact that in private practice in many areas little preventive medicine is practiced, a neglect attributable in large measure to methods of paying for medical care.

The facts presented in this volume make it obvious that medical care must be expensive if good, and also that in many communities there is not enough wealth to support good medical care. The study suggests that one, if not the most important, factor in the failure to provide good medical care more generally throughout the country is the fee-for-service system for paying for it.

CHANNING FROTHINGHAM, M.D.
The Faulkner Hospital
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LEAD POISONING, by Abraham Cantarow, M.D., and Max Trumper, Ph.D. Williams & Wilkins. $3.

LEAD IS PROBABLY ONE OF THE EARLIEST metals known to man. It was employed by the ancient Egyptians and Phoenicians and early records indicate that its toxic effects were familiar to Greek and Roman physicians prior to the Christian era.

At the present time, technical literature concerning lead poisoning is tremendous. A review published in 1932 enumerated more than 3,000 technical articles and books on this subject.

In 1925, the classical monograph of Aub, Fairhall, Minot and Reznikoff cast new light on the mechanism of lead poisoning by elucidating the transport and storage of this substance in the human body. Since this time many aspects of lead poisoning have been clarified.

The present volume is a digest of approximately 800 of the most recent and important papers in the field of lead poisoning, treated from the viewpoint of the conception developed by Aub and his associates. The subject matter is divided into twelve chapters dealing with Absorption, Transportation, Deposition and Excretion of Lead; Pathology and Pathological Physiology; Clinical Manifestations Lead in Blood, Body Fluids and Excretions; Normal Intake of Lead; Treatment of Lead Poisoning, including its industrial control; Occurrence of Chronic Lead Poisoning; Lead Products in Industry; and Procedures for Determination of Lead.

Aside from the sections on industrial control and of the chemical determination of lead, there is relatively little new in the present monograph. Instead, the authors have attempted to summarize the literature made an effort to cast light on the diverture in each specific category, and have vergence of opinion existing in the original presentations. They have made an excellent contribution in presenting the viewpoints of the original papers and in indicating their opinion as to the final conclusions which may be drawn from such controversy. That they have not been able to do this in all cases must not be considered a shortcoming of the present volume, but rather a reflection of the highly controversial nature of some of the original work in this field.

LEONARD GREENBURG, M.D.
Executive Director
Division of Industrial Hygiene
N. Y. State Department of Labor

I SPEAK FOR JOE DOAKES, by Roy F. Bergengren. Harper. $2.

IN THIS BOOK OF LESS THAN 200 PAGES Mr. Bergengren is speaking for the "ordinary average worker," who has so much at stake in today's world. The author believes he has a right to speak for ordinary workers because, over the last twenty-five years, as managing director of the Credit Union National Association Inc., he has come into contact with many of them—members of the more than 3,500 cooperative banks and credit unions he has helped organize all over the United States. Joe Doakes, says Mr. Bergengren needs first to win the war. He needs next the assurance of a good job after the war. His third and most important need is for continuing security, which means, in essence, the establishment of permanent peace, which can be based only upon cooperation at home and abroad.

Mr. Bergengren speaks not only *for* Joe Doakes. Even more he speaks *to* him. He asks him to stop thinking in a rut to apply the same kind of objective thinking to the attainment of world peace that he would to "learning how to drive an automobile." The author's language and figures are homely. His points are reinforced by references to the Bible and to Christian ethical concepts. The book's fault is that it must cover in so few pages an examination of American and world economy and ethics, a description of the

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unctioning of cooperative credit and of he cooperative movement, and a plea for he extension of cooperation. This makes or a somewhat disjointed treatment, but he strength of the argument is there.

LOUISE DICHMAN

THE PUBLIC SCHOOLS AND SPIRITUAL VALUES, by John S. Brubacher and others. Harper. $2.50.

WO REASONS GIVE PERTINENCE TO THIS volume, the seventh yearbook of the John Dewey Society. One is the fact, as the authors state, that "Our times are troubled and we in them." The other is he effort many are making to challenge he secular public school's ability to teach he spiritual values so sadly needed by oung people in order to have a sense of purpose and direction in their lives.

The authors contend that this is the central function of the public school; that spiritual values involving moral insight, ntegrity of thought and action, regard for human personality, and faith in the free play of intelligence can be and are being cquired without recourse to religious authority. Indeed, they argue that just as values emerge out of the way people think and feel and act in communal relationships, so the school, whether it will or no, promotes the learning of values. What matters is the way in which children learn and the quality of what is in fact learned rom the organization of work and play, classroom and general school activity.

With this basic conception in mind, the authors indicate the values upon which here is community agreement as to desired conduct, even though men may ground these values differently in philosophy and religion. Then follows a description of the processes by which values originate, develop and acquire worth. For ome readers this discussion will seem both abstract and difficult. However, the moral s clear and receives ample illustration in succeeding chapters of the book. The general position is summed up in a statement from the chapter on "Learning Spiritual alues": "Teaching exists to foster and promote learning, and the young learn what they live. Hence teaching in order o foster learning must foster living, the kind of living fit to be learned and built nto character."

The final section attempts to apply this heoretical discussion concretely. The hapters on "School Practice and Spiritual Values" center upon such values as respect or personality, responsible self-direction, oyalty to democratic group life, aesthetic ensibilities and enjoyment, the qualities hat make up moral fiber. They indicate, with generous use of case material, how oth the organization of the school and nstructional practices in the elementary nd secondary years can give body to hese concepts. Later chapters deal specifically with aesthetic values, and with the administration of the school.

A distinctive contribution of the book is the frank confrontation of two conceptions of the public school. On the one hand, it is recognized frankly as a secular institution standing on its own feet but nevertheless promoting genuinely spiritual values. On the other, the school is viewed as an institution with a divided responsibility, assuming that there are both a supernatural and a natural order of virtues. The clarity with which these two concepts are presented will be appreciated by all who are concerned with the relation of church and state in American society.

V. T. THAYER

Ethical Culture Schools, New York

WHEN WE'RE GREEN WE GROW, by Jane Simpson McKimmon. The University of North Carolina Press. $3.

IT IS ENCOURAGING TO SEE A BOOK ON the home demonstration work of the Agricultural Extension Service. This service, the largest single agency of adult education in the world, has received little publicity and is comparatively little known beyond those who participate in it.

The book is a folksy kind of story about North Carolina, where Mrs. McKimmon was the first home demonstration agent. She writes primarily of the struggles and successes of the home demonstration movement as she was herself a part of it from its early beginnings before the first World War. Her writing glows with sympathy for common people and faith in what they can do. Typical of the spirit of the book is the incident of a woman who attended the first summer short course in North Carolina: First she had difficulty in getting her husband's permission and even then she held her breath for fear something at the last moment would keep her at home. Just as she was starting the pigs got out. But she thought: "O Lord do I have to stop and catch those pigs? . . . If I don't go now I won't ever go," and so, "I just waved my hand and shouted, 'I hope you catch the pigs before I get back. I'm going to college.'"

When a woman has been for four years a home demonstration club member and has attended four planned short courses, the State College gives her a certificate of merit. The occasion is an impressive one. In 1939, eighty-four country women received awards tied with college colors; the youngest was twenty-two and the oldest, seventy-two, had forty-six grandchildren. "Sometimes I wonder," says the author, "how many Bachelors of Science in any college would get their degrees so readily were they too asked to show that they could put into practice what they had learned before the degree was granted."

The author devotes several pages to the federal rural housing survey of 1933-34, and its results. The survey showed that 33.4 per cent of the nearly 30,000 farm homes visited in North Carolina had no toilets; that only 7.6 per cent of the white families and 1.5 per cent of the Negroes had piped cold water and that only 15.3 per cent of whites and 1 per cent of Negroes had kitchen sinks with drains. Such figures were a challenge to the home demonstration workers, who immediately began a widespread and successful drive for improvement.

The women who enroll in extension work are from all types of farm life, though owner families are better represented than poorer tenant families. Perhaps the greatest challenge to the movement is to find means to reach the most needy more effectively. The author does not say much about this, though she devotes a chapter to the separate work which has been set up for Negroes. Negroes receive about the same amount of service as whites; their conditions, as above reported, are much poorer. But the problem of getting extension work into the poorest and most needy homes, whether Negro or white, is not confined to North Carolina. It exists almost everywhere.

Books on this significant work are long overdue. It is hoped that those which follow will measure up to the high standard of this one.

ELIZABETH E. HOYT

Professor of Economics
Iowa State College

Comment

TO THE EDITOR: Your editorial "Wisdom Needed," in the April issue, commenting upon the establishment in New York State of the Division of Veterans Affairs in the Executive Department, was apparently based on the erroneous assumption that this was New York State's first official action to provide a program for veterans. On the contrary, through a temporary State Veterans Commission established by the 1944 Legislature, New York State had nearly a year of experimentation with local service offices, coupled with intensive research under the direction of Professor Roy F. Harvey of New York University, out of which came the recommendations leading to the establishment of a permanent state program.

No one would claim that all the problems to which you allude have yet been solved. But I know of no other state program for veterans that has been forged out of such a combination of experimentation, research, and inter-agency planning for veterans.

ROBERT T. LANSDALE

Commissioner, New York State Department of Social Welfare

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WORKERS WANTED

SOCIAL WORKERS, MALE preferred, New York City Office, New York State Training School for Boys. Salary $1800-$2300 plus 17½% war emergency compensation. Duties: General case-work services for adolescent boys. State case work experience and education. 8164 Survey.

PROFESSIONAL GROUP WORKER for Council of Social Agencies as secretary for group work division. Teaching opportunities. $3,000 to $3,600. 8177 Survey.

NEW MEXICO DEPARTMENT OF PUBLIC WELFARE needs trained social workers in Public Assistance and Child Welfare. Entrance salaries $145 to $205. Applications accepted continuously. Write Merit System Council, Box 939, Santa Fe, New Mexico.

PAROLE OFFICER—Male, New York State residents. Vacancies principally in New York City. Beginning salary $2400 plus 15% war emergency compensation. Give age, education, experience. David Dressler, Executive Director, Box 1679, Albany, New York.

CASE WORKER for adoption agency of high standard. Requirements: Graduate degree in case work; experience or training in children's agency preferred. Salary range: $2,100 to $2,700. Reply to: Mrs. Elizabeth Harral Carlton, Adoption Service Bureau, 1001 Huron Road, Cleveland 15, Ohio.

CASE WORKERS who meet requirements of American Association of Social Workers; **CASE AIDES** who have B.A. Degree; full-time day or night employment. American Red Cross, 529 South Wabash Avenue, Chicago 5, Illinois. Wabash 7850.

HOMEFINDER for well-established, private children's agency. Good salary and excellent working conditions. Write Byron T. Hacker, Children's Center, 1400 Whitney Avenue, New Haven, Connecticut.

WANTED: EXPERIENCED GROUP WORKERS. Men and women. B'nai B'rith Youth Organization expanding its field offices throughout the U. S. and Canada. Positions open for Directors and Assistant Directors. Social group work training and experience required. Salary commensurate with experience and job responsibility. Apply BBYO Headquarters, 1746 M Street, N.W., Washington 6, D. C.

WANTED: A couple for resident position—Boys' Dormitory. Must be able to supervise school work, recreational activities, direct the conduct of the boys. There are housekeeping duties entailed. For full details write to Superintendent, Friendship House, 2000 Adams Avenue, Scranton 9, Pa.,

CASEWORKERS—MEN AND WOMEN. Family Agency under Protestant auspices. Middle West. Small specialized case load. Salary range $1700 to $2400. State qualifications. 8174 Survey.

TRAINED AND EXPERIENCED SOCIAL WORKER for State Wide Children's Organization, East. Salary $2000 with maintenance. 8172 Survey.

WANTED — CASE WORKER with psychiatric training for a Chicago agency providing specialized case work service to adolescents. Beginning salary $175.00 to $200.00 per month. 8171 Survey.

EXECUTIVE HOUSEMOTHER for a Children's Home; social work experience necessary; ability to supervise staff; permanent position for the right person. Bangor Children's Home, Bangor, Me.

WANTED: Science Instructor, Assistant Nursing Arts Instructor, Medical and Surgical Clinical Instructor, Supervisor Obstetric and Pediatric Departments, and Assistant Operating Room Supervisor. School of 100 student cadets. Affiliated with Millikin University. Apply, Director, School of Nursing, Decatur and Macon County Hospital, Decatur, Illinois.

NATIONAL JEWISH WOMEN'S ORGANIZATION requires workers for overseas service. Must be graduate of professional school with experience in child care, institutional or foster home. Age 25-45. Must be physically fit. 8163 Survey.

WANTED: Two trained and experienced case workers to work in a private child placing agency. Good salary. Write Children's Bureau, 225 N. Jefferson Street, Dayton, Ohio.

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WORKERS WANTED

OPPORTUNITIES AVAILABLE

WANTED—(a) Two psychiatric social workers; private clinic specializing in neurology and psychiatry; one position is outpatient department and includes direct therapy in selective cases under supervision of psychiatrists; staff comprised of specialists, psychologists, social workers, etc., whose interest in education and research is as great as their interest in clinical and professional activities; lively intellectual atmosphere; Middle West. (b) Medical service worker for outpatient department of large tuberculosis hospital; East. (c) Medical social worker qualified to reorganize and supervise department in hospital of 600 beds; duties include social education work in connection with school for nursing, Middle West. SG5-2, The Medical Bureau (Burneice Larson, Director), Palmolive Building, Chicago, Illinois.

THE CONSULTATION BUREAU OF DETROIT, a Family Case Work agency, is adding, at the request of the community, a number of new services such as Child-Parent Home Placement, Outposts, Case Work-Group Work Project. The Agency offers opportunity for a variety of positions adapted to worker's special interests. Excellent employment practices. Salary Range: Case Worker—$2200 to $3400; Supervisor—$2800 to $3600. The Consultation Bureau, 51 West Warren, Detroit 1, Michigan.

PUBLIC WELFARE DEPARTMENT one hour from New York City. Small agency needs Case Supervisor. Integrated case loads; participation in community planning; prefer experience in children's work, especially adolescent boys. Salary and working conditions good. Write Commissioner of Welfare, Greenwich, Conn.

NATIONAL JEWISH WOMEN'S ORGANIZATION with educational and service program has opening for professional staff member with community organization background to service local groups throughout the country. Some travelling involved. 8162 Survey.

SITUATIONS WANTED

POSITION with progressive social or labor organization desired. Knowledge of organizational make-up; office management and detail; public relations and fund-raising; research, educational programs, literature. New York City preferred. 8141 Survey.

EXECUTIVE; MALE, considering change. Institution or Children's Agency. Sound academic background in psychiatric and family social work. 10 years with private children's agency of exceptional, modern standards. 10 years Public Administration of extensive children's program. Institutional and recreational experience. Religion—Catholic. $4600 to $5000 or family maintenance equivalent. 8159 Survey.

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Directory of Social Organizations (cont.)

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine *PUBLIC HEALTH NURSING.*

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal $8.00 a year; and Monthly Bulletin, house organ free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 4 states, including 20 centers in Greater New York In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, The Rev Cornelius P. Trowbridge; Associate Medical Director, Eva F. Dodge, M.D.

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NATIONAL URBAN LEAGUE, INC., with 44 branches improves social conditions of Negroes seeking "no alms, but opportunity" for them Secures and trains social workers. Investigates conditions of city life as bases for practical work Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York N. Y.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 12 East 22nd Street, New York City. Nation placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Louise C Odencrantz, Director.

Youth Organization

B'NAI B'RITH YOUTH ORGANIZATION-Social group work program under supervision B'nai B'rith Youth Commission, Henry Monsky Chairman; Julius Bisno, Administrative Secretary and National Director of Boys' Work; Beatrice B. Chapman, National Director of Girls' Work Operates four programs: Aleph Zadik Aleph an B'nai B'rith Girls for boys and girls in high school, B'nai B'rith Young Men and B'nai B'rith Young Women for young adults up to twenty five; maintains 16 field offices throughout the U. S. and Canada. Publishes BBYO Program Guide, BBYO Leader, The Shofar and BB Newsletter. National headquarters: 1746 M Street N.W., Washington 6, D. C.

EMPLOYMENT AGENCY

GERTRUDE R. STEIN, INC AGENCY, 64 West 48th Street, New York. Wisc. 7-4961. A profession bureau specializing in fund-raising, grou work, institutional, casework and medical social work positions.

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DIRECTORY OF SOCIAL ORGANIZATIONS

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THE AMERICAN NATIONAL RED CROSS—Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,757 local chapters organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces, Services to Veterans, Relief to Prisoners of War, Blood Donor Service, Disaster Relief and Civilian War Aid, Office of the Medical Director, Nursing Service, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Special Services, American Junior Red Cross, and Foreign War Relief.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. M. C. Migel, President; Robert B. Irwin, Executive Director.

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York 11, N. Y. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Judge Raphael P. Koenig, President; Robert E. McCormick, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, The Lincoln Recreation Center, 235 West 113 Street, The Tot Lot, 422 West 49th Street, Camp Sebago, Camp Wakonda and Camp Orenda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysclUBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U. S. A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins, "The Crippled Child" magazine, bimonthly, $1 a year.

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COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications, 607 S. Hill St., Los Angeles, Calif.

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NATIONAL CONFERENCE OF SOCIAL WORK—Dr. Ellen C. Potter, President, Trenton, New Jersey; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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28 North Franklin Street, Chicago 6, Ill.

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